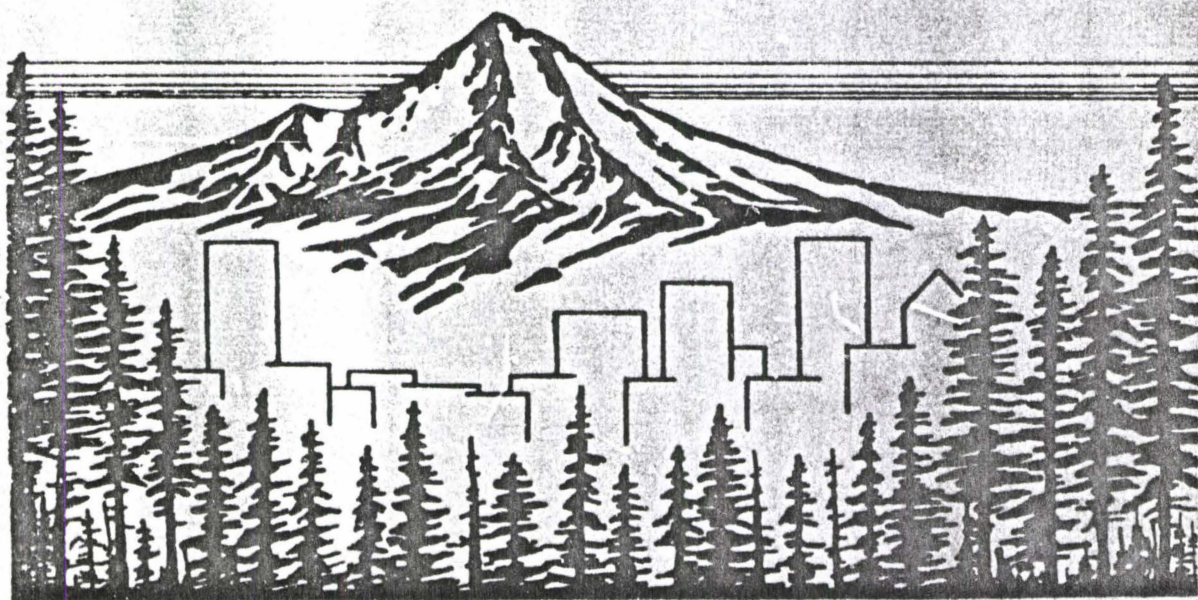


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DEVELOPED SITE

PRIORITY

and FUNDING RECOMMENDATIONS

**MT. HOOD NATIONAL FOREST
MARCH 1985**



U.S.D.A. FOREST SERVICE
PACIFIC NORTHWEST REGION

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DEVELOPED SITE PRIORITY
and FUNDING RECOMMENDATIONS
for the
Mt. Hood National Forest

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Title: Developed Site Priority and Funding Recommendations
for the Mt. Hood National Forest

Abstract:

This project presents an inquiry into the changing situation that has gradually eroded the ability of the Mt. Hood National Forest to maintain its existing developed site capacity; questions the need to maintain installed capacity; formulates a ranking system for evaluating the continued operability of existing sites; and concludes with site specific recommendations for the classification of developed sites into one of four management strategies designed to help achieve a balance between funds available and the work to be done.

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EXECUTIVE SUMMARY

This report establishes selection criteria for ranking developed recreation sites and classifying them according to one of four management strategies aimed at helping to achieve a balance between funds available and the work to be done. The criteria used in ranking are based on survey information from National Forest recreation managers representing all Forest Service Regions and the Chief's office. Specific site recommendations are applicable only to the Mt. Hood, but the ranking and evaluation procedures developed in the report should be usable by others as well.

During the 1950's and 1960's the United States experienced an extraordinary period of growth in its economy. But the economy turned around in the early 1970's. The effects of that turn-around, coupled with other events of the past fifteen years, have had a profound effect on the management of the National Forest recreation supply system. The occurrence of certain events are of particular significance. Among them are:

- 1). Inflation. The purchasing power of the dollar has been steadily eroding since 1967, and while there appears to have been a considerable gain in recreation appropriations since 1970, there

Is practically no gain at all after adjustment for inflation. It now costs \$3.13 to buy what \$1.00 would buy in 1967. Inflationary trends have fueled a huge Federal deficit and forced recreation appropriations to compete with all other domestic programs for an increasingly limited dollar. Programs such as recreation, which operate at a net loss to the treasury, continue to be earmarked for reduction.

2). Development. Development plans understandably are formulated during times of economic expansion. Facility development planned early in the expanding economy of the 60's and 70's, were built and became operational at about the same time that budget cuts were implemented to gain control of the Federal deficit. The gap between the amount of work to be done, and the resources to do that work continues to widen.

3). Other outside forces. It is important to recognize that anything going on in one part of an activity or system is likely to affect what goes on in other parts. During the same period that recreation budgets were being "mugged" by economic reality, legislative and administrative actions that redirected agency priorities for the expenditure of available dollars were also being implemented. These actions include, NEPA (1969), RARE I (1970), RPA (1974), NFMA (1976), RARE II (1977), funding of the Historic Preservation Act (first funded as a recreation appropriation in 1977 and now 10% of the recreation budget), and

most recently, the purchase of FLIPS. The merits of any one of these particular actions is not in question. They are mentioned here because they are important forces in determining priorities for the use of available dollars. The individual events have occurred one at a time, and are incremental in nature, but their cumulative effects are indeed significant.

Administrative direction for the past several years has stressed increases in operating effectiveness and the closure of low use or inefficient sites as a means of living with budget reductions. Some of this has already happened on the Mt. Hood, and on most other National Forests. But the actions to date have not been adequate to keep up with the continuing decline in recreation appropriations. Meanwhile, populations continue to grow, to age, to shift geographically, and to change in other ways such as how leisure time is used. Levels of use are increasing and the condition of facilities continues to deteriorate at an ever accelerating rate.

The bottom line seems to be still more site closures. The unfortunate thing is that elimination of all of the additional sites earmarked for closure or conversion to dispersed occupancy may not save a significant amount of money, but rather may serve only to shift the economic burden from one of managing campgrounds to one of dealing with the management of resource problems. Recreation use on the Forest will continue to be heavy, but our management presence and the overall quality of the program will diminish over time.

CHAPTER I

INTRODUCTION AND STATEMENT OF THE PROBLEM

The Mt. Hood National Forest is one of five urban Forests in the Pacific Northwest Region (R-6). The Forest receives heavy use from the nearby Portland metropolitan area, and currently manages approximately 100 developed recreation sites. Since 1981, it has become increasingly apparent that the dollars available to the Ranger Districts for Operation & Maintenance (O&M) of the sites have been on the decline. As a result of this, the District Rangers have found it increasingly difficult to provide and maintain the facilities for a quality recreation experience for the user.

Budget reductions have resulted in site closures, shortened seasons for all sites, and operation of one site (Lost Lake) by a concessionaire for the past two years. Plans now call for concession operations for an additional ten sites on the Bear Springs Ranger District beginning in Fiscal Year 1985. The actions to date have helped the overall situation only slightly. Additional action is necessary, but the nature of that action has not yet been clearly defined and agreed to by the Forest Supervisor and District Rangers.

This study will examine historic trends in funding the recreation programs at all levels of the organization; discuss factors that have contributed in some way to the budget situation that exists in 1984; look for evidence of change in the patterns of use; establish criteria for making determinations of site operability; and formulate specific management direction for all public sector developed recreation sites on the Mt. Hood National Forest. The analysis will lead to a recommendation for the classification of all remaining sites into management categories for presentation to the Forest Supervisor and District Rangers, in accordance with Section B, Goals and Objectives, Mt. Hood Program Development, December 1984. Details specific to this Forest will be of value only to the Mt. Hood, but general classification criteria for making determinations of site operability may be of value to other Forests as well.

STATEMENT OF THE PROBLEM

Recreation budget reductions at the field level have affected the ability of the Mt. Hood to function as a major supplier of developed outdoor recreation for the Portland metropolitan area. This reduction in funding has come at a time when gasoline prices are reasonably stable (but at a level 3-4 times that in the early 1970's); demographic statistics indicate that the population of the United States is shifting toward the "Sunbelt" and West Coast States; people are living

longer, are healthier, and have more discretionary or leisure time than ever before; and a decline in Oregon's timber industry has given rise to a recreation-based economy in many parts of the state.

Several of the existing recreation facilities on the Forest were built or renovated by depression era programs such as the Civilian Conservation Corps (CCC) Works Public Administration (WPA), and later the Great Society programs of the Johnson Administration beginning in the mid-sixties. Funding to maintain these sites over the years has been inadequate and the condition of existing facilities in some sites is rapidly deteriorating. Then too, the possibility exists that some of the existing sites may no longer be needed. The emerging "physical fitness ethic", demonstrated by increasing numbers of joggers, organized fitness runs, bicycling, urban athletic clubs with their emphasis on weightlifting, racquetball, and other similar types of individual athletic activities could signal a shift in the kinds of activities in which people choose to spend their leisure time.

Without inquiry, there is no real basis for program adjustment except to react to the problems at hand. It is the intent of this study to provide the degree of analysis necessary to make the best decisions possible within the framework of available time and data. This study offers no hypothesis, but rather, merely makes an inquiry into Forest recreation funding over time, and evaluates the effect of inflation on that funding. In addition, it reviews the literature for trends, if any, in the use of leisure time as they might affect the need for

continued facility operation. And it samples expert opinion as a means of determining factors of value in deciding how to best utilize constrained recreation funding to manage the existing developed recreation sites on the Forest. The inquiry answers the following questions:

1. In terms of purchasing power using constant dollars, what has been the effect of inflation on the budget? Is it significant?
2. Is there evidence to suggest that recent changes in how people utilize their leisure time will reduce the need for the Mt. Hood National Forest to maintain all of its current developed site capacity?
3. What factors, in addition to those used in the Forest's March 1983 priority ranking of developed sites, should be considered in making decisions affecting continued operation of developed sites?
4. What management direction should be provided for specific sites?

DELIMITATION

This report speaks only to the specific budgetary situations and management needs on the Mt. Hood National Forest. But some of the data used in the analysis are National or Regional in scope because factors represented by those data, such as demographic statistics, use

trends, and National and Regional budget trends, have an influence on events occurring within the study area. No effort is made to compare Mt. Hood budget and use data with any other Forest, nor is there any attempt made to compare these data between Ranger Districts on the Forest. Information generated by comparisons of that nature has some analytical value, but would serve no useful purpose in this particular study.

Budgetary trend data are expressed for four different levels of Federal expenditure for purposes of comparison:

- 1). Total estimated Federal expenditure for recreation resource planning, acquisition, and management for Fiscal Years 1960-1982.
- 2). Total final R-6 allocation excluding capital investment and trail funds for Fiscal Years 1970-1985.
- 3). Total final Forest allocation, excluding capital investment and trail funds, for Fiscal Years 1970-1985.
- 4). Total final District allocation, excluding capital investment and trail funds for Fiscal Years 1981-1985.

ASSUMPTIONS

The basic assumptions upon which this study is based are:

1. That recreation budgets will remain static at their current level or possibly may be reduced even further in response to pressure from the Federal deficit.
2. That recreation facilities, in the absence of planned and systematic maintenance, do not improve with age.
3. That the Mt. Hood National Forest currently has excess developed recreation capacity, except during peak season weekends, and it is not practical to develop capacity to meet peak demand.
4. That many of the older facilities simply are inadequate to satisfy today's need and are therefore avoided by most users--even when other, better-developed facilities exceed capacity.
5. That large sites are more cost-effective to operate.

6. That the FY 1970 level of recreation funding was adequate to meet the operation and maintenance standards then in effect.

7. That the amount of existing backlog maintenance need is greater than the dollars available to do the work.

8. That some of the older facilities on the Forest will become unsafe for public use if major reconstruction is not completed within the next five years.

LIMITATIONS OF THE STUDY

The amount of research available on the subjects of recreation use and trends, and statistical analyses of demographic data is absolutely overwhelming. Very little of the available information, however, is specific to the local area, and has marginal value for use in making recommendations affecting the management of individual sites. Local use data, where available, are frequently lacking in quality and is largely inadequate for use in much of anything except for recording events that have already occurred. Interpretation of literature and data that has been based on studies of National and Regional significance, and particularly that body of literature relating to changes in use patterns, for application to specific local situations

runs a greater risk of introducing personal bias than would interpretation of local data.

Budget data are equally poor for use in the formulation of site specific recommendations. Forest Service accounting methods generate mountains of data, but the data are program specific only, or at best specific only to a functional area or an operational unit. The utility of budget data, is further influenced by the budgetary process itself which is kept constantly in a state of flux to satisfy the changing needs of the organization, the Administration, and the Congress. These changes introduce variables into the data and complicate their interpretation making it difficult if not impossible, to compare similar data over time, but they do not render the data useless. The reader must understand that the primary function of the budget data assembled for this report is simply to identify patterns and trends, and to assist in measuring change. The results of that interpretation take on value only when one interacts with the data to formulate unrealized possibilities in the work to be done.

Identical data were not available for all years covered by the study and for all organizational levels, but there are sufficient data for interpretation and display of budgetary trends for the period in question.

CHAPTER II

REVIEW OF LITERATURE

The decline in total dollar allocation for recreation management, coupled with the loss of purchasing power during the past five years, has created a situation in which the Forest no longer has the capability of providing quality management for its developed recreation sites. This situation, when considered in light of the age and condition of existing facilities, changes in both demographic statistics and the amount of discretionary time and income, and the recent surge toward a new physical fitness ethic, suggests that the literature review should be concentrated in the following areas of concern:

1. The impact of the Federal Budget on National recreation financing.
2. Historical levels of recreation funding for the Forest.
3. The effect of inflation on purchasing power.
4. Changes, if any, in the use of leisure time.
5. Factors affecting the operability of developed recreation facilities.

IMPACT OF THE FEDERAL BUDGET

Kermit Gordon, a former Director of the Bureau of the Budget, has called the President's annual budget, "The vehicle for the most important and comprehensive collection of priority decisions which our society makes in the course of a year" (Dawson, 1975).

In an address presented to the Recreation Industry Forum, June 1982, the Honorable Thomas S. Foley (D-Washington), commented that, "the Congress today, unfortunately, seems to be so fascinated with the budget process that almost any other issue is lost." Activity centered around the workings of the Federal budget, and on ways of bringing it under control, has drained the time and attention of Congress. Similar impacts have been felt by the agencies affected by the budget decreases as they try to maintain a balance between dollars available and program needs. Public recreation programs have a primary reliance on general revenues for operating and maintenance budgets. This has forced recreation programs to compete, head-on, with defense, education, welfare, medical services, and police and fire services for an increasingly scarce commodity--general Government funds. Direction for many of the domestic spending programs has clearly, and perhaps justifiably, been altered in an attempt to deal with a run-away budget.

Change is occurring in America's recreation delivery system because of budget constraints on Government Agencies which develop and manage

recreation sites (Recreation Industry Forum, 1982). The levels of funding for Forest Service and other agency programs, since 1978, has seriously compromised the ability of many agencies, both Federal and others dependent to some degree on Federal funding, to maintain the facilities and/or the organizations necessary to provide a quality recreation experience for the user. For example, appropriations for Federal recreation management, after adjustment for inflation, grew from about \$85 million in 1960 to \$718 million in 1978, but fell to only \$374 million in 1982 (Figure 2-1), (American Forestry Association, 1982).

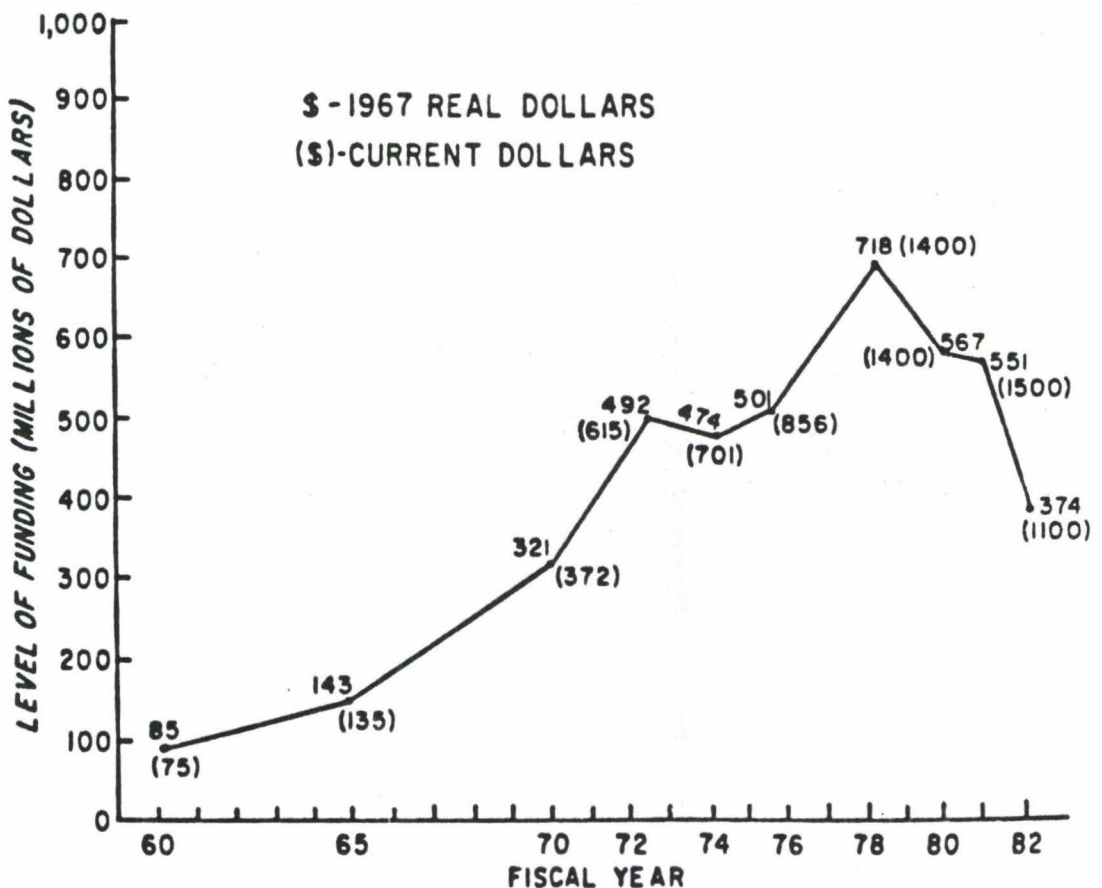


Figure 2-1 Estimated federal outlays for recreation resources planning, acquisition and management in 1967 real dollars, 1960-1982 (selected years).

The intense focus on budgetary issues in the past five years has created a tendency to look at Federal recreation programs in terms of the dollars that could be put into them, rather than from the policy standpoint of why the program exists, and what it should be providing. Unlike the timber and mineral programs, which produce a net revenue to the Federal Treasury, the recreation program does not. Recreation and other programs that operate at a net loss to the Treasury, were specifically earmarked for a reduction in funding early in the current Administration. This situation has persisted for four years, but has now apparently turned a corner. The budget for recreation programs is expected to level out. It will, however, continue to respond to inflationary trends and to the pressure of the huge Federal deficit (Leonard, 1984).

HISTORICAL LEVELS OF RECREATION FUNDING

A review of the Region 6 (R-6) Final Planning Advice documents for Fiscal Years (FY) 1970-1985 was made to determine the historic levels of funding for recreation activities on the Mt. Hood National Forest, and for the Region as a whole. Capital Investment and trail funds were excluded from the totals. District funding for the period FY 1981-1985, was obtained from Budget and Finance records on the Forest and except for FY 1985, reflect year-end final expenditures, exclusive

of trail and capital investment funding. The results of that review are included as Appendix 3-4.

No effort was made to account for other supplemental recreation appropriations for construction, reconstruction, or other special project funds as that information is beyond the scope and purpose of this paper. Readers should be aware that changes in the budgeting practices, such as the FY 100 adjustment between FY 1976 and FY 1977, functional definition changes, and changes in the treatment of General Administration (GA) expenses in FY 1982 make it difficult, if not impossible, to compare the dollars on an absolute basis. The purpose for displaying historic levels of funding is to identify any evidence of trends, rather than to complete an exercise in accounting.

THE EFFECT OF INFLATION

The effect of inflation on purchasing power is commonly expressed by reference to the Consumer Price Index (CPI), published by the Bureau of Labor Statistics. The CPI for Urban Wage Earners and Clerical Workers for December 1984, the most recent statistic available at the time of the literature review, was 312.2 (Bureau of Labor, 1984). In terms of purchasing power, it now costs \$3.13 to buy what \$1.00 would buy in 1967, the base period. Expressed another way, the 1967 dollar is now

worth about \$0.32. A copy of the CPI for the period 1967-1984 is included as Appendix 2-3.

CHANGES IN THE USE OF LEISURE TIME

A request for a literature review by WESTFORNET on the subject of changes in the use of leisure time, indicates that an abundance of literature is available. The request produced a 46 page computer listing containing 389 titles. The author's review of the subject was restricted to considerably fewer titles.

The outdoor recreation industry in this country has become big business. Between 1965 and 1981, spending on leisure pursuits increased by 47%, adjusted for inflation. Americans now spend \$1 out of every \$8 dollars for leisure pursuits, and total industry expenditures approximate \$250 billion per year (Cordell & Hendee, 1980).

Three-fourths of the population regularly participate in some form of outdoor recreation. Demand for practically all forms of outdoor recreation activities is projected to continue to increase through the year 2030, but the literature freely acknowledges that demand information is generally weak and projections of use highly speculative or uncertain (Kaiser & Moeller, 1980). This is largely the result of

the methodology used for data collection. Local units with the responsibility for operation and maintenance of developed sites have historically kept individual use records which document counts or participation in various activities at individual sites. The records are responsive to yearly and seasonal variation, weather patterns, and other local factors, but by their very nature, are inherently lacking in their ability to monitor and predict trends over time. In many cases these records are based on informal or intuitive judgments, and do not provide an adequate base upon which recreation supply needs can be assessed (Kaiser and Moller, 1980).

There is a substantial body of evidence to suggest that the entire process of projecting outdoor recreation use and planning for that use is changing. The environmental movement and ensuing legislation in the 1960's and 1970's generated new needs for information on participation in all types of outdoor recreation activities. Wide spread Federal budget cutbacks beginning in the early 1980's dramatically affected many public programs, including outdoor recreation supply, management, planning, and research, and has further limited the agency's ability to generate useful information for either short or long-term planning. The real paradox here is that at a time when the need to provide reliable and up-to-date trend information for use as a basis for decision making is greatest, the budget reductions have eliminated or restricted the agencies ability to collect the information.

Shifts in Federal budget outlays for recreation during the past few years are placing a greater emphasis on primitive and semi-primitive opportunities, with reduced regulations, services, and developments (Cordell and Hendee, 1980). These shifts appear to be dictated by a need to address Federal budget issues, rather than an identified need for planned shifts in program direction that is responsive to user demand. Participation in the more physically demanding recreation activities, including camping, is generally less among older persons, and in the absence of other social changes, may be expected to decrease in the next few decades (Cordell and Hendee, 1980). Participation patterns may change as the population continues to age, but it must be recognized that factors other than age may exert an even more profound influence on recreation demand. Factors such as energy availability, urbanization, technology, population shifts to the sunbelt and western states, the emerging "physical fitness ethic", the working woman phenomenon, and other subtle influences will all have a bearing on the kind and amount of facilities that suppliers of outdoor recreation will have to consider. Indices for future participation in outdoor recreation by activity, are illustrated in Appendix 2-4.

Participation data from nationwide population surveys were examined by Cordell and Hendee for their publication, Renewable Resources Recreation in the United States: Supply, Demand, and Critical Policy Issues. The results of the survey conducted by the Heritage Conservation and Recreation Service (HCRS) are summarized in Table 2-1. The level of participation in the categories of (a) Picnicking,

and (b) Camping In Developed Areas, is particularly noteworthy as both of these activities are common on National Forest lands. Also of Interest is the position occupied by the category, Walking or Jogging.

Table 2-1

Number and percentage of United States population 12 years and older that participated in selected outdoor recreation activities in 1977

Recreation activity	Participates at least once a year		Participates five or more times a year	
	(millions)	(percentage)	(millions)	(percentage)
Visits to amusement parks, zoos, aquariums, fairs, etc.	127.3	73	68.0	39
Picnicking	125.6	72	85.5	49
Driving for pleasure	120.3	69	99.4	57
Walking or jogging	118.6	68	99.4	57
Pool swimming and sunbathing	109.9	63	85.5	49
Sightseeing	108.1	62	62.8	36
Attending sports events	106.4	61	76.7	44
Playing outdoor sports or games	97.7	56	75.0	43
Fishing	92.4	53	62.8	36
Nature walks, bird-watching, or wildlife photography	87.2	50	62.8	36
Bicycling	82.0	47	68.0	39
Non-pool swimming and sunbathing	80.2	46	61.0	35
Attending dances, concerts, or plays	71.5	41	38.4	22
Boating (not including sailing or canoeing)	59.3	34	34.9	20
Tennis	57.6	33	41.9	24
Camping in developed areas	52.3	30	20.9	12
Hiking or backpacking	48.8	28	27.9	16
Use of off-road motor vehicles or motorcycles	45.3	26	34.9	20
Camping in primitive areas	36.6	21	15.7	9
Sledding	36.6	21	20.9	12
Hunting	33.1	19	24.4	14
Canoeing, kayaking, or river-running	27.9	16	8.7	5
Water skiing	27.9	16	14.0	8
Golfing	27.9	16	19.2	11
Ice skating	27.9	16	15.7	9
Horseback riding	26.2	15	14.0	8
Sailing	19.2	11	8.7	5
Snowmobiling	14.0	8	8.7	5
Downhill skiing	12.2	7	7.0	4
Cross-country skiing or ski touring	3.5	2	1.7	1

SOURCE: U.S. Department of the Interior, Heritage Conservation and Recreation Service, The Third Nationwide Outdoor Recreation Plan The Assessment (Washington, D.C.: Government Printing Office, 1979), p. 40, Tables 11-12 and 11-13.

The Cordell and Hendee publication cited earlier, compares estimates of percentages of populations participating in selected outdoor recreation activities from three national surveys, each of which sampled use of the same outdoor recreation activity, and each of which used a different age group for the sample. Details of this comparison are shown in Table 2-2.

Table 2-2

Comparison of estimates of percentages of population participating in selected outdoor recreation activities from three national surveys^a

Outdoor Recreation Activity	Nielsen (1976)	Opinion Research (1977)	MCRS (1977)
Picnicking	--	42	72
Driving for pleasure	--	58	69
Swimming	49	43	63
Playing outdoor games	--	41	56
Fishing	30	32	53
Bicycling	36	26	47
Tennis	14	17	33
Camping (developed areas)	29	20	30
Camping (remote)	--	11	21
Off-road recreation vehicles	--	6	26
Hunting	10	13	19
Water skiing	7	8	16
Down-hill skiing	5	5	7

SOURCE: A.C. Nielsen Company, Sports Participation 1978, A Study of Sports Participation and Equipment Purchases by the American Household, (Northbrook: Marketing Research Group USA A.C. Nielsen Company, 1978); Opinion Research Corporation Caravan Studies, The Public's Participation in Outdoor Activities and Attitudes Toward National Wilderness Areas, (Princeton: Opinion Research Corporation, 1977) pp. 5-6, tables 5 and 5-1; and U.S. Department of Interior, Heritage Conservation and Recreation Service, The Third Nationwide Outdoor Recreation Plan, The Assessment (Washington, D.C.: Government Printing Office, 1979).

^aNielsen Company survey of persons of all ages; Opinion Research Corporation survey of persons 18 years and older, for the American Forest Institute, Heritage Conservation and Recreation Service survey of persons 12 years and older.

In a talk presented by Arthur Shapiro to the 1982 Recreation Industry Forum, he described some social trends in America which have shaped today's recreation preferences and which have implications for recreation in the 1980's and beyond. Mr. Shapiro pointed out that recreation has been on the ascendancy for twenty years or more. During the 1950's and 1960's the United States experienced an extraordinary period of growth in its economy, which generated more discretionary income and additional free time than had previously been available. The 1970's brought great change in this orientation, with a reverse emphasis on expansive lifestyles and a restrictive economy. Today, there is a conflict as America attempts to reconcile the values of the 1970's with the economic realities of the 1980's. This has produced three distinct population groups; (1) the "traditionalists" (25%), who are largely unchanged from the 1960's, (2) the "adapters" (40%), who have adopted the two-wage earner model to provide the financial status they seek, and (3) the "troubled followers" (35%), who have not adapted to anything and who have failed to follow any political force or institution, at least for long.

These social trends have certain implications for the suppliers of recreation in the 1980's and beyond. These are:

1. The primary markets will be consumers raised on a leisure ethic, who identify closely with leisure activities.

2. Suppliers are dealing with troubled consumers, i.e., those who are forced to delay and deflect goals.
3. Suppliers are facing a consumer who is seeking help to realize objectives and dreams.
4. Consumers of the 1980's want to economize where possible and spend money on the best value and quality.
5. Consumers are torn between the lure of travel and the comfort and economy of home centered activity.
6. Offerings must be marketed, not sold.
7. The public sees wrongs and problems and wants immediate fixes of the product or the economy.
8. The public is more trusting and ready to look to suppliers for answers.
9. The public feels an acute need to be communicated with, and to understand what is being offered.
10. The need exists to monitor trends closely and to adjust marketing accordingly and promptly.

Probably the most reasonable conclusion that can be drawn from reviewing the literature on changes in the use of leisure time and its effect on recreation use patterns, is that the existing data are generally poor in quality and inadequate for use in making detailed forecasts that can be relied upon with any degree of certainty. But it is all that is currently available.

FACTORS AFFECTING SITE OPERABILITY

In an effort to develop management strategies to deal with budget restrictions, a number of individuals have developed classification and evaluation schemes for developed sites. This section of the literature review examines five of those studies for commonality or differences that may be of value in finalizing this particular study.

Heaton (1982), in his study of the developed site situation on the Arapaho & Roosevelt National Forests, concluded that linear programming was a useful tool for analyzing the multi-faceted problems that must be addressed in attempting to optimize the mix of campground management practices where the objective function is to minimize annual net cost. His study stratified existing facilities into six alternative management practices according to annual cost (O&M and permit administration), one-time costs (construction, rehabilitation, and closing), and fee return criteria (L&WCF, or concession).

In a study conducted on the Okanogan National Forest, Yenke (1982), developed a Site Conversion and Closure Evaluation Checklist that utilized four major criteria and fifteen sub-criteria to classify existing developed sites as a high, medium, or low probability for conversion to dispersed use or closure. The criteria he selected were:

1. Site Location

- a. Relationship to key recreation composite

- b. Importance as part of a complex
- c. Isolated location (as it affects cost)
- d. Complements dispersed use

2. Site Characteristics

- a. Capacity
- b. Managed use season
- c. Potential as fee site
- d. Expansion capability
- e. Current use (RVD's)

3. Impacts on other resources

- a. Water
- b. Soil
- c. Vegetation

4. Costs

- a. Operational
- b. Past facility investment
- c. Cost of conversion (to dispersed use) or closure.

His analysis developed four recommended courses of action as follows:

1. Retain site, open to public use
2. Retain site, but close to public use
3. Retain site, but re-classify site kind in RIM
4. Convert site to dispersed use

An earlier study on the Mt. Hood National Forest by McQuown (1983), utilized the Forest's PRIME computer system to develop a priority

ranking of all developed sites on the Forest using seven factors, based principally on cost and use data. A list of the criteria used in the study, and their respective weights is shown on the Evaluation form which is included as Appendix 2-5. Summary data from that study also included Persons at One Time (PAOT) capacities for each site and cumulative PAOT's for the Full Service Management (FSM) and Reduced Service Management (RSM) strategies based on operating seasons in use at the time of data collection (1982). Each site was rank-ordered according to score as shown in Appendix 2-5a. One finding of this report was that management actions cannot be planned solely on the basis of the numerical score. Additional factors, other than those related to use and/or cost, must be considered in finalizing decisions.

The Mt. Baker/Snoqualmie National Forest's approach to developing management strategies for operation of developed sites with constrained funding resulted in a Campground "CHUNK" Study (Deaver, 1984). This study used the approach of concentrating developed site management areas on the Forest on the basis of experienced use level, geographic dispersion, public interest or other influences, and investment needs to bring the sites to fee status.

This particular study, as opposed to most of the others which were heavily dependent on analysis of factors related primarily to levels of use and cost, used more of a judgmental approach in its analysis, i.e., it considered factors such as kind of use (tent, trailer, etc.), potential for inclusion in new wilderness proposals, other uses in the

area, type of access, and similar factors. The resultant recommendations were to maintain quality levels by re-arrangement and re-allocation of campground resources, to concentrate them at the extreme ends of the experience level spectrum, and to greatly reduce those in the middle.

A different approach was used in the Opportunity Needs Assessment currently under development by Petty (1984). This proposal is still in the formative stage, but essentially is a three step approach that examines each of what is termed "capability areas". An assessment is first made of recreation potential for each area in terms of Regional and/or National significance of the features, and need or demand for the area. Each is evaluated on a scale of 1-5.

The second step in the process evaluates the three highest need assessment classes in terms of management levels (high, medium, or low) for each of the following characteristics:

1. Site or area condition
2. Visual quality
3. Access
4. Resource coordination, and
5. Facilities.

In step three, the results are summarized by capability area, their criticality evaluated and the site numerically scored, with a resultant Forest ranking for each area.

CHAPTER III

PROCEDURES

The Mt. Hood National Forest is one of many Forests confronted with the reality of trying to satisfy user demand for developed recreation at deteriorating facilities, and with decreasing budgets for operation and maintenance. In order to fully understand the problem and develop recommendations for management direction, it was first necessary to understand the degree to which budget changes have affected the Forest over time. Secondly, it was necessary to look for trends that might suggest whether or not changes in the way people use their leisure time have eliminated the need to operate and maintain all existing facilities. And lastly, criteria needed to be identified that will aid in making determinations about future strategies for the management of individual sites.

INSTRUMENTATION

The identification of criteria for use in formulating recommendations for management action at specific sites is the only one of the subjects that required any instrumentation. Data were collected through use of

an opinion survey questionnaire developed specifically for this project.

The questionnaire was designed to solicit personal opinion about criteria that represent important considerations in evaluating developed sites for continued operation and maintenance. It was developed for the use of selected groups of individuals knowledgeable in recreation management. Participants were asked to list three criteria, and to distribute 100 points between the three as a measure of the relative importance of each. No constraints were placed on the definition of acceptable criteria.

The "corporate" position for site evaluation, which provided the basis for much of the 1983 Mt. Hood Priority Study mentioned in Chapter 2, was clearly directed toward use of criteria that emphasize cost of O&M, income from the site, and levels of use. These kinds of criteria are important considerations, and they are effective measures of the economics of site management, but their use is based on the premise that reliable data are available, and it is not. In the 1983 study, all cost data had to be estimated because the cost accounting system used by the Forest does not provide cost data by site. In addition, with the exception of the destination site criteria, none of the criteria used in that study dealt with any factor other than those associated with cost, income, or use.

The questionnaire developed for this project was designed to compensate for at least some of the shortcomings of the earlier study by allowing the respondent to submit any criteria of his/her choosing as a basis for the further discrimination and classification of sites. Copies of the questionnaire are included as Appendix 3-2a, 3-2b, and 3-2c.

DATA COLLECTION

The questionnaire was given to three groups of Forest Service recreation managers with distinctly different levels of administrative duties. Group (1) consisted of the entire class from the 1984 Clemson University Recreation Management Short Course. This group represented a vertical cross-section of Forest Service managers including District Rangers, Ranger Assistants, Forest Staff, Staff Assistants, Landscape Architects, and one National Park Service Ranger. All individuals were involved in management of recreation resources to one degree or another. Questionnaires were mailed to 30 class members with a request for replies within about two weeks. Replies were received from 29 participants who provided a total of 87 suggested criteria.

Group (2) was composed of a sample of the Recreation Management Staff group from the Washington Office of the Forest Service. A single copy of the questionnaire was mailed to Jay McConnel, Assistant Director, with the request to xerox copies as needed and distribute to those that

he felt might have some ideas on which selection criteria should be used. Again, a period of approximately two weeks was provided for replies. Ten replies suggesting a total of 30 criteria were received.

Group (3) was composed of the R-6 Recreation Staff Officers or their representatives, the R-6 Division of Recreation Management Staff Group, and other attendees at the October 1984 Recreation Staff Officers Conference in Bend, Oregon. All R-6 Forests were represented by this group. Questionnaires were distributed to all in attendance with a request for return by the end of the 3-day conference. Most were received within the requested time frame, but some were returned later by mail. A total of 24 replies containing 73 suggested criteria were received from this group. Collectively, the three sample groups suggested a total of 190 criteria.

No attempt was made to insure that replies were received from the entire population of any of the groups, and no attempt was made to match any of the replies with the respondent. In most cases, however, the respondents chose to identify themselves.

TREATMENT OF THE DATA

Funding

Historical funding levels for Fiscal Years 1970-1985 were taken from the Final R-6 Financial Planning Advice for each of the respective years. The data reflects the total recreation allocation to the Forest, excluding recreation construction and reconstruction. All trail funding (construction, reconstruction, and maintenance) is also excluded. It should be noted that there have been some changes in functional definitions over time, but so long as summary data deals only with appropriation totals, the validity of the figures should not be affected. It should also be noted by others who may wish to replicate the data for other Forests, that no attempt was made to adjust Regional or Forest figures to reflect year-end accounting adjustments. Adjustments of this nature are beyond the scope of this paper, and in the author's opinion, would not materially affect the results.

Budget allocation data is expressed both in terms of "1967 real dollars" and "current dollars". The Consumer Price Index (CPI) for Urban Wage Earners and Clerical Workers, 1967-1984, which provides a statistical measure of the average change in prices of a fixed market basket of goods and services, was used to make this comparison. Indices are given in relation to a base period where 1967 = 100.

Expression of the figures in constant 1967 dollars provides a common base for comparison and analysis. The conversion from current dollars to 1967 real dollars was made simply by dividing the current dollars by the CPI, e.g., for FY 1970, $\$333,920/1.163 = \$287,120$. A comparison of real and current dollars for the period FY 1970 - 1985, is included as Appendix 3-4.

Use Trends

The literature reviewed for this project came from several sources, including:

1. A WESTFORNET computer search on the subject of, "Changes in the Use of Leisure Time".
2. Pamphlets, bulletins, conference proceedings, and lectures notes from the 1984 Clemson University Recreation Management Short Course.
3. Personal library and file material.
4. Current and historical Forest Service financial records.
5. Notes taken from personal discussions with Forest Service administrative and research personnel.
6. Review of a sampling of reports and papers regarding the actions other Forest Service units have taken in response to the current budget situation.

No effort was made to review or utilize statistical use information from the Mt. Hood or adjacent National Forests. It is the author's

personal opinion that the basis for any local use data renders those data inadequate for use in making forecasts or projections of future use, either short or long-term.

All references are listed in the Bibliography included with this project paper.

Developed Site Criteria

The list of criteria suggested by individual members of each of the three groups in response to the questionnaire developed for this project was tabulated as received, using the word processor mode of the Forest's Data General (FLIPS) computer system. Three separate lists were developed--one for each group. During the tabulation of the responses, no attempt was made to edit, group, or alter the meaning or substance of any of the criteria submitted, nor was any attempt made to eliminate any of the criteria that simply repeated or restated those suggested by management direction passed down from the Washington or Regional offices, i.e., the "organizational" position. The tabulation included both the statement made by the respondent and the amount of "points" (out of 100) assigned to each statement by the respondents to the questionnaire. Point values assigned by the respondents to each of the individual criteria were added for those criteria judged to be similar in nature as a measure of the overall importance of that particular element.

Once tabulated, each of the lists was sorted using the Data General "COMMAND/FIND" and GLOBAL REPLACE functions to isolate the occurrence of the key words identified below:

- | | |
|------------|----------------|
| 1) Cost | 5) Opportunity |
| 2) Benefit | 6) Damage |
| 3) Use | 7) Condition |
| 4) Safety | |

The choice of key words was made simply on the basis of a quick visual scan of the replies to identify those words that could be expected to occur with a relatively high frequency.

The Data General sorting procedure highlighted the occurrence of each word in the FIND list, and allowed for easy identification of all criteria that used the same word or phrase. The phrases sorted in this fashion were then analyzed for content and meaning. The remaining phrases which did not contain key words were similarly studied for content and meaning and grouped accordingly.

Those that matched or were similar to the criteria developed for the 1983 study were combined into a single criterion for use in this study. This allowed the current study to properly reflect the value assigned to those factors by the 63 respondents to the questionnaire. Those that were identified as being different from any used in the 1983 study, were consolidated into one of four broad categories, or rejected

entirely, depending on the weighted values assigned by the respondents. The complete list of all criteria submitted is included as Appendix 3-3a, 3-3b, and 3-3c.

CHAPTER IV

ANALYSIS OF DATA

Given the constraints on funding during the 1980's, managers of recreation programs at all levels agree that additional changes in management direction must be implemented if the Forest wants to continue to provide a quality experience for users of developed recreation facilities. There is considerably less agreement on the nature of what those changes should be.

If one is expected to support the necessary changes in facility operation, then it is important to understand what it is that precipitated the need for change, and also to understand the rationale for the changes being proposed. The data analysis presented in this chapter summarizes the relevant information about budget, leisure time, and site operability reviewed during the course of this study and used as a basis for this report and its recommendations.

FACTORS AFFECTING SITE OPERABILITY

The opinion survey solicited through use of the questionnaires generated 63 responses and resulted in the identification of 190

Individual criteria for consideration in evaluating developed sites for continued operation and maintenance. Predictably, a number of the responses matched, or were at least similar to, those used by this and a number of other Forests in making decisions about continued site operability. The data that duplicated earlier work were of tremendous value in this analysis in that it provided an objective measure of the strength of the decision criteria used by managers responsible for recreation program management activities elsewhere in the Forest Service. The remaining criteria, i.e., those that identified new concerns or those which occurred with minimum frequency, were of equal or perhaps greater value because they tended to identify those unique factors of significant value which are often overlooked when an organization is stressed beyond its ability to perform. The two sets, collectively, provided a good base of information for use in formulating criteria to be used as a second-level screen in classifying developed sites according to a planned course of action.

Responses to the questionnaire, grouped according to broadly defined categories, are summarized in Table 4-1, on the following page. Results are shown for each of the three survey groups, and for the sample as a whole.

Table 4-1, NUMBER AND WEIGHT OF CRITERIA BY GROUP

<u>Criteria</u>	<u>N.O. Staff</u>		<u>R-6 Rn Staff</u>		<u>Student</u>		<u>All</u>	
	(N)	(Wt)	(N)	(Wt)	(N)	(Wt)	(N)	(Wt)
1) Use	(8)	301	(22)	893	(27)	995	(57)	2189
2) Health/Safety	(2)	73	(0)	0	(2)	60	(4)	133
3) Cost factors	(1)	25	(17)	570	(25)	803	(43)	1398
4) Uniqueness	(7)	225	(8)	274	(5)	165	(20)	664
5) Damage	(2)	70	(2)	60	(2)	80	(6)	210
6) Facility Condition	(1)	34	(4)	115	(4)	118	(9)	267
7) "Fit" w/ Program	(1)	40	(7)	170	(10)	349	(18)	559
8) All other	(8)	232	(13)	318	(12)	330	(33)	880
Total	(30)	1000	(73)	2400	(87)	2900	(190)	6300

The results shown in Table 4-1 are somewhat surprising. Factors such as health and safety, resource or site damage, and condition of existing facilities, all of which are frequently talked about and about which much has been written over the years, received minimum response. This finding may be the result of having limited the respondents to three criteria, or it may be an indication that the organization (or more properly, the people in it) has replaced safety, health, and resource values with the more pure economic values in vogue today. The question of value systems, however, is not the subject of this paper.

Factors (criteria) relating to either use and/or cost or income, which represent roughly 35% and 22% respectively, of the total weight of all elements suggest the overall importance of these two factors as screening criteria. The Forest's 1983 Priority Study considered four components of use, with a maximum possible weight of 222, and four

components of cost and income with a maximum possible weight of 225 (See Appendix 2-5). Considering the value placed on use and cost or income in the earlier study and the value placed on these same two factors in this study, it seems reasonable that these factors should be weighted heavily in the secondary screening process developed by this study.

The category labeled "uniqueness", includes a number of individual criteria that relate to providing recreation opportunities that are unavailable elsewhere, attractiveness of individual sites, water orientation, political situations, inability of the private sector to provide the same or similar opportunities, etc. This category encompasses about 11% of the total value of all responses received, and is considered significant enough to use as one of the secondary screening criteria.

The "fit w/program" category, is kind of a catch-all that includes all of the criteria that essentially mean how well a given site fits into the overall recreation program for the Forest, the significance of that site, or the degree to which it satisfies land management planning or Forest objectives. This category had a total weight of 559, or approximately 9% of the total value of all criteria submitted. Use of this criterion should be of value in discriminating between those sites of no particular consequence, and those which occupy a critical position in the Forest's overall recreation program.

Existing facility condition as a factor in determining site operability did not score high according to the survey results, but it remains as an important factor in the decision making process. It is especially critical on the Mt. Hood, which has an abundance of older sites, a large metropolitan population nearby, and extremely heavy use at some sites. It would be unreasonable to expect respondents not familiar with the Mt. Hood situation to be knowledgeable of specific Forest needs, but those needs are important to this Forest and must be dealt with. For this reason, a decision was made to use existing facility condition as one of the criteria in the secondary screening of developed sites.

The "all other" category includes about 13% of the total value of all responses, but any one element in this category represents an extremely small percentage of the total. The only elements in this classification that really seemed to stand out were consideration for the amount of investment that would be lost if the site were closed, or conversely, the cost to bring a site to standard if it were to remain open. A decision was made to include investment loss as one of the secondary screening criteria. The cost of bringing an existing site up to standard was dropped from further consideration because this element of cost is reflected indirectly as a function of existing facility condition.

Health and safety, and site or resource damage were also dropped from further consideration.

basic policies given in FSM 2330, provide for adequate control of these factors.

Based on the analysis and discussion in the preceding text, the final selection of criteria for use in site classification and the value of each, was determined and is shown in Table 4-2. The criteria were used by the Resource Assistants to evaluate each of the developed recreation sites on the Forest.

Table 4-2. Evaluation Criteria

CRITERIA	VALUE
1). Score in March 1983 Priority Study (a function of 8 factors that evaluate O&M Cost, fees collected, and levels of use)	
If score is:	
a. ≥ 171	15
b. 146-170	7
c. 0-145	3
2). Uniqueness of the site,	
a. Outstanding feature, opportunity, or location not otherwise available on the Forest or through the private sector, OR any lakeshore site.	8
b. Score all other sites on a relative scale of 0-5, with 5 representing the highest value, except as noted in (2a.) above.	0-5
3). Existing facility condition class,	
a. If RIM Condition Class of 75% or more of the facilities for the site as a whole are rated either (1) or (2).	10
b. If RIM Condition Classes of individual facilities are predominately 3.	3
c. If RIM Condition Classes of individual facilities are predominately condition 4-8.	0
4). The amount of investment loss if the site is closed, and the consequences of that loss;	
A. Where the loss is \geq \$50,000, and,	
a. w/serious consequences anticipated	10
b. w/low or minimal consequences anticipated.	5
B. Where the loss is $<$ \$50,000, and,	
a. w/serious consequences anticipated.	4
b. w/low or minimal consequences anticipated.	1
5). How well the site "fits" into the overall recreation management program for the Forest,	
a. Site is essential for satisfaction of Forest or LMP objectives. The option of closing the site is not practical.	15
b. Site is important to the overall recreation program on the Forest, but it could be closed, "stored", or obliterated if necessary.	10
c. Site is not critical to satisfaction of Forest recreation objectives. Similar opportunities that will satisfy existing demand, are located elsewhere on Forest or in private sector nearby.	5

Results of that evaluation formed the basis for classification of each of the sites into one of the four recommended management strategies listed below in Table 4-3.

Table 4-3. Management Strategy Groups

<u>GROUP</u>	<u>DEFINITION</u>
I	Continue to operate at FSM or RSM as appropriate for the site, but with shortened seasons as specified for FY 84. Provide adequate level of maintenance to bring 90% of all site facilities up to Condition Class 1, and maintain at that level.
II	Continue to operate at FSM or RSM as appropriate for the site, but with shortened seasons as specified for FY 84. Provide maintenance necessary to prevent further degradation of the site and facilities, to the extent that funds are available.
III	Continue to operate the site as is, and for the length of season specified for FY 84. Routine maintenance is allowable, but heavy maintenance, replacement, or betterment are not. When facilities become unsafe, unsanitary, or otherwise cease to be usable, the site will be closed and the facilities rendered inoperable or removed.
IV	Close site or convert to dispersed occupancy spot. Minimum use facilities are allowable only if necessary for the prevention of resource damage or the protection of public health and safety. Facilities will not be provided for user convenience.

LEISURE TIME

The primary purpose of reviewing literature on the use of leisure time, was to determine whether or not the literature would provide supporting evidence to substantiate the author's belief that demand for developed recreation facilities might be decreasing because of changing demographic or other social phenomenon. The literature did not support this contention, nor did it totally deny it. What the literature did affirm is that existing local use data are generally of poor quality, and inadequate for use in making detailed forecasts that can be relied upon with any degree of certainty. The entire area of recreation supply and demand forecasting needs improvement if the supply system is to make informed choices about how to best utilize available recreation management dollars.

The areas of primary concern in this study are developed site camping and picnicking. National trend data from the HCRS National Participation Survey indicates that use, and correspondingly the demand for facilities to accommodate the use, will continue to accelerate. The spread between the low range estimate and the high range estimate for both camping and picnicking is quite dramatic and increases with time.

Data for the United States as a whole for the two activities combined, has so much variability that it is practically meaningless for purposes

of this report. The 50-year percentage increase in camping, for example, ranged from a low of 81% to a high of 269%. Local data, by way of comparison, shows an increase over 1982 use of approximately 12% by 1990, 15% by the year 2000, and 32% by the year 2030. These estimates are substantially more conservative. Obviously, both sets of figures cannot be correct for this area.

Nationally, the geographic distribution of population has shifted from northeast and north central United States to the south and west, as illustrated in Table 4-3, and the shift in that direction is expected to continue.

Table 4-4, Growth in Population
1970-1980

<u>Area</u>	<u>Population</u>
NE	+2%
NC	+2%
W	+24%
S	+20%

Source: From notes taken in an address by George Stankey at the R-6 Recreation Staff Officers Conference, Bend, OR., October 1984.

There appears to be agreement between National and locally generated Regional growth data, but this is documentation of an event which has already occurred. The data should be in agreement.

Urban dwellers are known to place demands on adjacent public lands for recreation activities as an escape or release mechanism from the pressures of hectic city life. During the period from 1960-1970, practically all growth was in the urban areas. It is reasonable to conclude, therefore, that urban growth would increase the demand for recreation facilities on a Forest like the Mt. Hood which is located roughly 40 miles from the urban boundary. However, growth in the ten year period from 1970-1980, was split between urban and rural areas. This could indicate a softening of demand. How much, is largely a matter of conjecture.

The literature is full of similar antithetical situations, which are best left to the demographic and statistical experts. Probably the most rational conclusion that can be drawn from this study about the demand that might be placed on recreation facilities by changes in the use of leisure time, is that growth will continue at about the same uniform rate that it has for the past five to ten years. The persistent forecast which forms the basis of this conclusion is by far the most common type of forecast. It in effect assumes that what has been going on will continue to go on. Persistent forecasts are right most of the time, but they do miss most of the big changes!

With this in mind, it is concluded that an approximation of the mid-point of the RPA assessment for developed camping and picnicking (+20%) is a reasonable basis on which to plan future activities. In the long run, it is highly probable that few if any of the developed site facilities that exist now will be used in the same fashion by the year 2030, and even if they are, they will have been modified to accommodate changing needs over time. Then too, Federal Program budgets are the prerogative of the administration. The current situation could turn around in the next ten years, but the people who will make those decisions haven't even been elected yet! Anything in this arena is pure speculation.

Inasmuch as the Mt. Hood currently has excess developed site capacity, except for peak holidays and weekends, as noted earlier, some additional, poorer quality, low-use sites, can probably be eliminated with little or no particular consequence so far as satisfying demand for the foreseeable future.

BUDGET ANALYSIS

Price indexes are simple and helpful numbers that provide a quick and easy way of finding out how much the price of things has changed over time. The index tells immediately how much it costs now to buy what was a "dollars worth" in the base year. Or conversely, the real

purchasing power of present dollars can be found by simply dividing present dollars by the Index.

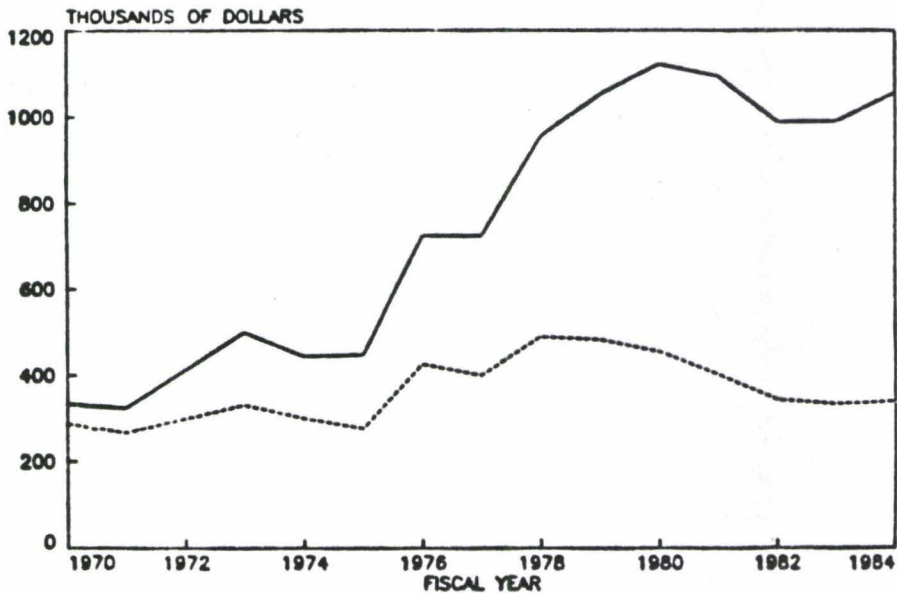
Final Forest allocations compared to constant value dollars using the CPI for the base year (1967) are included as Appendix 3-4, and are graphically represented in Figure 4-1.

Figure 4-1

MT. HOOD NATIONAL FOREST RECREATION ALLOCATIONS

APPROPRIATED
DOLLARS

ADJUSTED
FOR INFLATION



It is evident from the graph that in terms of the dollars actually appropriated, the recreation budget for the Forest showed only a slight gain from 1970-1975; a significant increase from 1976-1980; and a slight decrease or leveling off from the peak in 1980 until 1984. An examination of the curve representing the recreation budget for the Forest after adjustment for inflation presents an entirely different picture. Here the period from 1970-1975, shows practically no gain except for a slight increase in 1973, a moderate gain for the period 1976-1980, and most notably, in terms of purchasing power the decline started in 1978 rather than in 1980. Since then it has gone back to almost 1970 levels. The Forest has been steadily losing ground since 1978. The adequacy of the 1970 allocation is certainly subject to question, but a basic assumption of this report, was that the 1970 allocation was adequate to meet operation and maintenance standards then in effect.

The graph does not reflect the addition of 10 new campgrounds and associated facilities having an installed capacity of 2705 PAOT, which have been added to the recreation supply system since 1970, (see Appendix 4-4). These units represent an addition of approximately 25% of the total developed site PAOT capacity on the Forest. Of the total, 2290 PAOT's, or 85%, are fee-site additions. The addition of this much PAOT capacity has had a significant influence on the total cost of operations, but the impact of the additions has a tendency to be forgotten over time because the increase is incremental and the people

responsible for the increase move on to other assignments. Their replacements logically view these sites as a part of the established program, rather than as new or additional sites.

The graph also fails to reflect the influence of other outside forces that are constantly pulling on the total program dollars available. These additional costs are probably even more significant than those attributed to the addition of new units. Included in this category are the costs of satisfying the requirements of legislative action and administrative decisions such as the:

- o National Environmental Policy Act of 1969 (NEPA)
- o Forest and Rangeland Renewable Resources Planning Act of 1974-RPA
- o National Forest Management Act of 1976 (NFMA)
- o Historic Preservation Act of 1966 1/
- o Roadless Area Review and Evaluation (RARE I & II) administrative decisions of 1970 and 1977

The 1970's clearly was a decade of environmental significance.

1/ The Act itself was passed in 1966, but it was not funded as a recreation budget line item (function 074), until 1977. It now represents approximately 10% of the total Forest Service recreation budget nationally, and in FY 84, represented approximately 7% of the recreation budget on the Forest. These funds primarily support timber program activities, with little direct benefit to the user of recreation facilities.

A third cost factor not reflected in the graph, but one which must be considered, is the cost of technological change such as the acquisition of the FLIPS computer system, graphic plotters, and the other sophisticated systems necessary to process the enormous quantities of data with which the organization works daily.

It is well beyond the scope of this project to try and assess the degree of influence of these and other factors on the Forest's ability to maintain the existing developed recreation program, but their collective influence, in terms of both impact and cost, is significant and the report would be remiss if they were not mentioned. The costs do not represent one-time costs, but rather, are continuing costs and have a tendency to escalate over time.

In terms of total dollars, after adjustment for inflation, the allocations to the Forest have kept up and are actually slightly ahead of those that were available in 1970. Whether or not the increase is enough to keep ahead of increasing demands being put on those dollars, is largely a matter of conjecture on the part of individual readers. It is the authors' personal opinion that legislative and administrative events since 1970, plus the addition of new facilities, have far outstripped the inflation adjustments reflected in the Forest's allocation over the years.

CHAPTER V

SUMMARY AND CONCLUSIONS

It is important to recognize that anything going on in one part of an activity or system is likely to affect what goes on in other parts. That is what this study is all about. It was designed to look at selected parts of the total developed recreation system on the Forest, to focus attention on several elements of change that have had a significant impact on the management of recreation supply, to assess the effect of those impacts, and to develop recommendations for management strategies that will help the Forest maintain a quality recreation experience for the user. There is no intent to "prove" that a particular course of action is uniquely best, but rather to broaden the basis for judgment on which course of action seems most reasonable for the most likely contingencies.

SUMMARY OF PROCEDURES AND FINDINGS

The study involved an examination of historical funding patterns for recreation at the National, Regional, and Forest levels; an evaluation of the effect of inflation and other outside influences on the budget; an examination and assessment of the literature for evidence that changes in the use of leisure time may have eliminated the need to

maintain all existing sites; and the development of criteria for assessing the continued operability of developed sites.

The only area of the study that required any instrumentation was the development of criteria for assessing the continued operability of developed sites. In this case, opinions were solicited from professional recreation managers at all levels of the Forest Service, and even though the sample was small, from every Forest Service Region and the Washington Office. The results of that survey were used in the formulation of criteria for ranking and classification of developed sites into proposals for four management strategies.

The weight of evidence examined during the study supports the following findings:

- 1). Recreation budgets, in terms of current dollars, grew substantially during the period 1970-1980, declined for the next two years, then inched slightly upward again. When adjustments for inflation are considered the apparent increase disappears almost entirely, except for the period in the mid-1970's. Between 1981-1985, budget allocations, adjusted for inflation, returned almost to the 1970 level.

- 2). Factors such as a shift in legislative and administrative priority and the incremental addition of PAOT capacity, may have had an even more profound impact on the Forest's ability to

provide recreation services than either inflation or a reduction in the allocation.

3). Demand for recreation services on the Mt. Hood can reasonably be expected to increase simply because the population of the United States is shifting to the south and west and Portland is in the path of that shift. The Portland metropolitan area grew 24% between 1970 and 1980, and the growth rate is expected to continue at about that same level. Demand for recreation services from the Forest could reasonably be expected to grow at about the same growth rate as for the Portland metropolitan area in general.

4). Data on the use of leisure time is voluminous, but extensive national data is too broad in scope for use in making site specific projections of future trends, and local data are generally of poor quality and inadequate for use in making detailed forecasts that can be relied on with any degree of certainty.

5). Elements of cost and use, as measures of site operability, are the two factors most frequently mentioned by Forest Service recreation managers, and should be given heavy weight in making management decisions regarding future management of a site. This finding validates and substantiates the Mt. Hood 1983 Priority Study as a point of beginning for further analysis.

6). In addition to cost and use, uniqueness of the site, its contribution to overall management objectives for the Forest recreation program, the condition of existing facilities, and investment loss resulting from site closure, are all supported as selection criteria for developing management strategy recommendations.

7). Camping and picnicking, activities typically the mainstay of National Forest developed site recreation management, continue to be popular activities with all users and age groups.

CONCLUSIONS

For all practical purposes, an evaluation of changes in the use of leisure time really has little bearing for short-term (less than 10 year) decisions about the management strategy for any given site. In the first place, the data upon which any decision must be made are immediately suspect, as explained elsewhere in the body of this report. Secondly, the point is probably moot. The climate for expansion of Federal recreation facilities is not good in the current administration and the size of the existing Federal deficit will, in all probability, preclude any expansion of recreation facilities in the foreseeable future.

What has typically happened over the years is that periodically the needs of society have generated Federal work programs (WPA, CCC, Jobs Bill, etc.) that lean heavily toward job creation by use of Federal expenditures for capital improvement projects. Appropriations for operation and maintenance do not necessarily follow suit. This is clearly evident in the Mt. Hood situation with the addition of approximately 2500 PAOT capacity since 1970, but with no corresponding increase in operation and maintenance funding. During the period 1970-1984, PAOT capacity on the Forest increased by about 1/4, yet the 1984 budget, after adjustment for inflation, increased only 18% above 1970 levels. All else being equal, this means that there was a 15% shortfall in funding available for O&M work.

But all else was not equal. During the same time period a number of significant legislative mandates arising from the re-birth of a conservation ethic, and other administrative decisions that were instrumental in re-establishing priorities for the expenditure of available funds were initiated, and have since become accepted as routine practice. Measurement of that impact is well beyond the scope of this report, but anyone with more than 10 years experience in the organization will readily recognize that collectively the change in emphasis, whether by management choice or legislative mandate, had a tremendous effect on the cost of doing business—at least for the short term. The inescapable conclusion is that these changes are here to stay and represent the way we now conduct business. Simply stated, "more rocks have been added to our pack". It costs a lot of money just to

obey the law. It costs a lot of money to keep up with technological changes. Without an increase in funding, which is highly improbable, the burden of this expense must be borne by dollars appropriated for project work. Dollars which are lagging behind the rate of inflation at an increasing rate. If inflation stopped in its tracks today, the Forest would need an additional 15% (\$150,000) annually just to hold its own, plus an additional annual appropriation to pay for the cost of doing business, plus additional one-time appropriations for accumulated backlog maintenance.

Appropriations are currently insufficient to fund both direct project work at the District level and the overhead burden necessary to satisfy legal requirements. All indicators are that this situation will continue. Environmental assessments, impact statements, wilderness studies, cultural resource inventories and evaluations, and forest planning do not come cheap, and they are all required by law. Campgrounds are not. Clearly, some additional sites must be eliminated or reclassified and managed as dispersed sites.

The use of selective site closures based on the evaluation rankings formulated in this study project will probably not materially affect the ability of the Mt. Hood National Forest to function as a major supplier of outdoor recreation facilities. The Forest currently has installed capacity in excess of demand, except for peak holiday and weekend periods, and then only at selective sites. There is no such thing as a "no-cost site". This is true even if the site is operated

and maintained solely through the use of volunteer help. Sooner or later the facilities deteriorate and demand heavy maintenance or replacement. At that point in time, those sites compete with other, higher use sites for limited maintenance dollars and a choice must be made between the two. Decisions to continue operation of marginal sites through use of volunteers serve only to prolong the inevitable.

If some sites are foregone, sensitivity to the user is maintained, and the loss does not represent a significant portion of the total supply available, then the loss can be absorbed with minimum impact to the program. By way of analogy, the situation here is similar to the gasoline shortage of the early 1970's. When the price of fuel went from \$0.30 to \$1.25, people had basically two choices; they could reduce the amount of fuel used, or they could continue to use the same amount of fuel and give up something else. The same type of choice must be made by users of National Forest recreation facilities as the supply diminishes through closure or elimination of some of the less efficient and under-utilized facilities over time. Some use will shift to other activities and locations and some use will be lost. Closure will not be a pleasant task, and there will be a substantial body of internal and some external resistance, but if the Forest wants to maintain the integrity and quality of the developed recreation program, then there really is no other choice.

RECOMMENDATIONS

- 1). That the evaluation criteria developed in this report (Table 4-2, Ch. 4) be accepted for use on the Mt. Hood as the basis for ranking developed sites.
- 2). That the four management strategies shown in Table 4-3 be accepted as a reasonable approach for use in classifying developed sites for management purposes.
- 3). That the assignment of each site to the management strategy group shown in Table 5-1, be reviewed by the District Rangers for agreement or disagreement, and appropriate action initiated beginning in FY 85.

Table 5-1

DEVELOPED SITES BY MANAGEMENT STRATEGY GROUP

PAOT DAYS

----- FSM ----- RSM -----

DIST	GROUP	SITE NAME	C-SCORE	SCORE	PAOT-TOTAL	SITE	CUM	SITE	CUM
22	1	TRILLIUM LAKE	58	417	240	31,920	31,920	13,680	13,680
BS		PINE POINT	58	338	240	38,400	70,420	10,500	24,140
BS		HOOD VIEW	58	324	245	38,400	108,920	10,500	34,640
BS		DAR FORK	58	324	220	61,800	170,520	18,800	51,440
C		PENINSULA	58	316	205	22,140	192,660	0	51,440
BS		GONE CREEK	58	306	270	40,700	233,360	11,100	62,540
22		TOLLGATE	58	297	125	17,955	251,315	0	62,540
E		INDIAN HENRY	58	286	140	62,150	313,465	0	62,540
C		CAMP TYN	58	274	40	0	313,465	4,320	66,900
C		PAUL DENNIS	58	274	75	0	313,465	8,700	75,600
0		ROCK CREEK	58	272	220	44,160	357,625	0	75,600
BS		FROG LAKE	58	236	260	41,800	399,425	11,400	86,400
C		LAKE HARRIET	58	222	140	15,800	414,825	0	86,400
C		RAINBOW	58	216	25	9,350	424,175	0	86,400
C		RIVERSIDE	58	216	10	8,800	432,975	0	86,400
C		RIPPLEBROOK	58	204	10	7,200	440,675	0	86,400
22		RILTY	58	199	70	9,310	449,985	1,400	87,800
BS		CLEAR LAKE	58	198	140	64,900	514,885	17,700	105,500
CC		SHERRARD POINT	58	183	25	0	514,885	5,250	111,450
E		CANTER BRIDGE	55	241	125	10,725	525,620	6,780	118,230
C		LAZY MEAD	55	241	150	16,950	542,570	0	118,230
E		KINGFISHER	55	211	55	10,235	553,305	0	118,230
BS		REAR SPRINGS	55	204	105	33,550	586,855	9,150	127,390
CO		WAHKEENA FALLS	55	203	210	0	586,855	47,040	174,420
E		LOCKABY	55	181	125	13,645	600,500	0	174,420
E		ARMSTRONG	55	179	20	6,780	612,280	0	174,420
22		GREEN CANYON	51	327	115	15,245	627,525	2,300	176,720
HR		BOY IN HOOD	51	184	120	13,680	641,255	3,600	180,320
CO		LAKE MOUNTAIN	51	183	245	0	641,255	41,650	221,970
CO		TOP OF FALLS	52	341	10	0	641,255	1,240	223,210
C		OLALIE PICNIC AREA	52	188	25	0	641,255	2,700	225,910
C		HIDEAWAY LAKE	52	186	45	0	641,255	4,950	230,860
BS		LITTLE CRATER	52	174	10	8,800	650,055	2,400	233,260
HR		LOST LAKE (CONCESSION)	51	366	210	82,150	732,205	16,600	247,860
C		RAAB	50	186	125	0	732,205	14,850	262,710
C		BRITENRUSH LAKE	50	166	100	0	732,205	10,800	273,510
1			7,425						
CC	2	EAGLE CREEK	49	283	210	53,200	53,200	0	0
CO		HORSETAIL FALLS	49	281	10	0	53,200	18,250	18,250
C		RIVERFORD	49	186	20	0	53,200	5,500	23,750
E		BOARING RIVER	47	167	75	8,475	61,675	0	23,750
E		FISH CREEK	47	161	125	15,255	76,930	0	23,750
BS		CLACKAPAS LAKE	47	156	225	25,850	102,780	7,050	30,800
22		CAPP CREEK	46	309	210	22,930	130,710	0	30,800
E		BABY HOT SPR. PC.	46	124	40	0	130,710	4,520	35,320
HR		SHRWOOD	45	166	120	13,680	144,390	4,800	40,120
C		LOWER LAKE	45	148	45	0	144,390	4,860	44,980
BS		MCCUMBINS GULCH	44	184	25	0	144,390	3,500	48,480
C		HOPSESHOE LAKE	44	144	20	0	144,390	2,140	50,620
C		OLLLIE MEADOWS	44	144	25	0	144,390	3,780	54,400
BS		SUMMIT LAKE	41	144	20	0	144,390	3,300	57,720
HR		F. FORK TAMANAWAS FALLS	40	148	100	0	144,390	15,400	73,120
BS		JOE GRAHAM HORSE CAMP	40	144	20	7,700	152,090	1,330	74,450
C		TWO RIVERS PICNIC AREA	40	50	20	0	152,090	3,300	77,750

1.650

Table 5-1

DEVELOPED SITES BY MANAGEMENT STRATEGY GROUP

PART DAYS

----- FSM ----- PSM -----

DIST	GROUP	SITE NAME	C-SCORE	SCORE	PART-TOTAL	SITE	CUM	SITE	CUM
22	1	STILL CREEK	37	259	135	14,445	14,445	0	0
C		ALDER FLAT	37	168	35	0	14,445	3,850	3,850
C		ROUND LAKE	37	166	20	0	14,445	3,300	7,150
22		MCKEIL	36	241	170	22,610	37,055	3,400	10,550
C		SUNSTRIP	36	147	45	5,085	42,140	0	10,550
BS		CLEAR CREEK	36	166	20	0	42,140	3,300	13,850
BS		KEEPS HILL	36	144	20	0	42,140	2,200	16,050
C		NORTH FORK OBS SITE	36	144	15	0	42,140	1,620	17,670
HR		TILLY HAME	36	88	50	0	42,140	1,850	21,520
CS		WYTH	35	161	135	17,710	59,850	10,465	31,985
B		UNDERHILL SITE	35	78	120	0	59,850	17,600	49,585
BS		HE STATION POINT	34	186	15	0	59,850	2,100	51,685
HR		CLOUD CAP SADDLE	34	144	15	0	59,850	1,155	52,840
22		LOST CREEK	34	73	25	0	59,850	4,200	57,040
BS		WHITE RIVER STATION	33	186	25	0	59,850	3,500	60,540
B		EIGHTMILE	33	72	120	0	59,850	18,360	78,900
BS		BARLOW CROSSING	32	144	20	0	59,850	2,200	81,100
CS		OVERLOOK	32	109	125	19,250	79,100	0	81,100
22		BARLOW TOLLGATE OBS. SITE	32	98	30	0	79,100	5,490	86,590
					1,150				
HR	4	KINNI-KINNIK	29	83	15	0	0	7,645	7,645
B		BADGER LAKE	28	58	75	0	0	2,225	16,870
22		ALPINE	26	235	70	5,390	5,390	0	16,870
C		HIGHROCK SPRINGS	26	144	15	0	5,390	3,850	20,720
HR		HOODRIVER MEADOWS	26	72	15	0	5,390	1,395	22,115
BS		BARLOW CREEK	25	144	25	0	5,390	2,750	24,865
BS		DEVILS HALF ACRE	25	144	20	0	5,390	2,200	27,065
F		DIG EDDY	25	99	50	0	5,390	5,650	32,715
B		GRINDSTONE	24	144	15	0	5,390	1,650	34,365
B		LOWER CROSSING	22	174	15	0	5,390	2,295	36,660
B		ROONEY CROSSING	22	76	40	0	5,390	7,640	44,300
HR		GIBSON PRAIRIE	22	52	20	0	5,390	3,080	47,420
HR		WANTUM LAKE	20	88	25	0	5,390	2,325	49,745
F		LITTLE FAN CREEK	20	73	15	0	5,390	1,695	51,440
B		BOULDER LAKE	20	70	20	0	5,390	2,760	54,200
B		PEIBLE FORD	19	148	15	0	5,390	2,295	56,495
HR		INDIAN SPRINGS	18	120	20	0	5,390	1,540	58,035
B		JEAN LAKE	17	52	20	0	5,390	2,200	60,235
B		POPEST CREEK	16	78	40	0	5,390	6,120	66,355
C		PEGLEG FALLS	15	143	20	5,850	11,040	0	66,355
B		INFRA SPRINGS	15	72	20	0	11,040	3,060	69,415
B		ROONEY MEADOWS	14	130	25	0	11,040	3,075	72,490
HR		RAINY LAKE	14	58	25	0	11,040	2,325	74,815
B		LITTLE RIDGER	13	98	10	0	11,040	1,530	76,345
B		CAMP WINNY	10	72	10	0	11,040	1,230	77,575
B		FIFTEEN MILE	10	52	15	0	11,040	1,950	79,525
B		POST CAMP	9	78	20	0	11,040	3,060	82,585

765

11,020

TABLE 5-1 COMMENTS

The comments that follow are offered as a aid to interpreting the data shown in Table 5-1.

1). The column labeled "C-SCORE" represents the score developed in this study and assigned to individual sites without the benefit of any leveling process.

2). The column labeled "SCORE" represents the score developed in the March 1983 Priority Study, and is shown here for purposes of comparison only.

3). The individual and cumulative effect of any action can readily be determined from the information provided in Table 5-1. Closure of all sites currently listed in Group 4, for example, would reduce existing PAOT capacity by 765, or approximately 7%.

4). PAOT capacity is subtotaled by group and totaled for all groups collectively. PAOT days, which are a function of capacity x days of operation, are shown for each site, for full service management (FSM), for reduced service management (RSM), and cumulatively by Management Strategy Group, but not cumulatively for all sites collectively.

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PROSPECTUS

for

a study of

DEVELOPED SITE PRIORITY
and FUNDING RECOMMENDATIONS

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Forest Supervisor

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David W. Scott, Director Date
Division of Recreation

Intended Audience

The proposal summarized below is to be prepared in partial fulfillment of a requirement for completion of the Professional Development Program for Outdoor Recreation Management, Department of Parks, Recreation, and Tourism Management, Clemson University, Clemson, S.C. The analysis and recommendations for action to be formulated in this project are for the benefit of the Forest Supervisor and District Rangers, Mt. Hood National Forest.

The method proposed for use in prioritizing and evaluating sites may also be of value to other staff and line officers faced with similar situations involving the allocation of limited maintenance dollars where a large number of sites is involved.

Problem Description

The Mt. Hood National Forest is one of five urban Forests in the Pacific Northwest Region. The Forest receives heavy use and manages approximately 114 developed recreation sites, many of which are in need of heavy maintenance or replacement. Since 1981, there has been a steady decline in Operation and Maintenance (O&M) funding available to the Ranger Districts and all indicators are that the long-term trend in financing will continue downward. The Forest has been responsive to budget cuts by reducing O&M standards, by closing some of the more marginal sites, by shortening season of use, and by offering concession operations. These actions have helped somewhat, but additional action is needed if the Forest is going to continue to provide quality recreation experience to the public. The Forest no longer has the financial resources needed to maintain an organization capable of managing all of the remaining sites.

Objectives

The Objectives of this proposal are to:

- 1) Present a review of current literature for apparent changes in the use of leisure time.
- 2) Use a modified expert opinion method to establish selection criteria for use in site evaluation.
- 3) Review amount and distribution of Forest recreation allocation for 5-year period beginning FY 81.
- 4) Document decline in purchasing power since FY 81 and assess impact on Forest Recreation Program.
- 5) Formulate recommendations to Forest Supervisor and District Rangers for management of developed sites under a constrained budget.

Appendix 2-3

CONSUMER PRICE INDEX FOR URBAN WAGE EARNERS AND CLERICAL WORKERS
Annual Averages and Changes, 1967-1984

<u>Year</u>	<u>Index</u>	<u>Percent Change</u>
1967	100.0	
1968	104.2	4.2
1969	109.8	5.4
1970	116.3	5.9
1971	121.3	4.3
1972	125.3	3.3
1973	133.1	6.2
1974	147.7	11.0
1975	161.2	9.1
1976	170.5	5.8
1977	181.5	6.5
1978	196.3	7.6
1979	217.7	11.5
1980	247.0	13.5
1981	272.3	10.2
1982	288.6	6.0
1983	297.4	3.0
1984	312.2	5.2

Source: U.S. Department of Labor, Bureau of Labor Statistics,
Monthly Labor Review, 1/85.

Appendix 2-4 --Indices of future participation in outdoor recreation in the contiguous states by activity, 1977-2030 (1977 = 100 percent)

Activity group and type of activity	Projection level ^a	Projections by year					
		1977	1990	2000	2010	2020	2030
Population index ^b	Medium	100	112	120	127	134	139
Land (Total)	High	100	122	144	175	208	245
	Medium	100	111	121	135	149	161
	Low	100	105	109	113	118	120
Camping (developed)	High	100	130	180	236	297	369
	Medium	100	118	150	181	214	245
	Low	100	116	133	149	167	181
Camping (undeveloped sites)	High	100	130	161	207	254	311
	Medium	100	116	133	157	182	205
	Low	100	111	121	132	145	155
Driving off-road vehicle	High	100	118	134	154	177	201
	Medium	100	108	118	128	139	147
	Low	100	108	115	120	125	126
Hiking	High	100	124	149	187	225	270
	Medium	100	109	117	132	146	159
	Low	100	101	102	103	107	109
Horseback riding	High	100	125	151	194	233	284
	Medium	100	109	118	137	155	173
	Low	100	102	102	105	113	119
Nature Study	High	100	123	146	176	210	247
	Medium	100	110	110	133	145	155
	Low	100	106	111	117	125	131
Picnicking	High	100	119	140	166	196	230
	Medium	100	112	124	137	150	162
	Low	100	107	114	119	125	127
Pleasure driving	High	100	118	136	159	186	215
	Medium	100	110	120	130	141	149
	Low	100	105	111	114	117	118
Sightseeing	High	100	121	143	171	202	237
	Medium	100	112	123	136	148	159
	Low	100	105	111	115	118	120

SOURCE: U.S. Department of Agriculture, Forest Service, An Assessment of the Forest and Range Land Situation in the United States, (Washington, D.C.: Government Printing Office, 1980), pp. 100-101, Table 3.2.

^aProjection levels are keyed to the projections of population, economic activity, and income shown in Table 1.1 on pp. 10-11 of the aforementioned source.

^bIndex of projected increases in population (medium level).

Appendix 2-4 --Continued

Activity group and type of activity	Projection level	Projections by year					
		1977	1990	2000	2010	2020	2030
<u>Water (Total)</u>	High	100	131	164	218	261	322
	Medium	100	118	134	158	181	206
	Low	100	108	115	124	134	144
Canoeing	High	100	140	182	243	305	384
	Medium	100	121	140	170	200	233
	Low	100	109	117	128	141	155
Sailing	High	100	159	221	305	396	511
	Medium	100	144	182	231	281	337
	Low	100	130	155	183	212	242
Other Boating	High	100	132	164	209	257	315
	Medium	100	119	136	159	182	207
	Low	100	110	110	127	137	147
Swimming outdoors	High	100	123	150	189	229	278
	Medium	100	114	127	146	164	183
	Low	100	106	111	117	125	131
Water skiing	High	100	127	156	204	249	308
	Medium	100	109	117	137	155	175
	Low	100	98	96	96	101	105
<u>Snow and ice (Total)</u>	High	100	139	179	239	300	377
	Medium	100	123	143	175	207	240
	Low	100	113	124	137	155	170
Cross-country skiing	High	100	154	211	290	376	479
	Medium	100	133	161	200	241	280
	Low	100	118	134	151	172	190
Downhill skiing	High	100	162	227	318	416	538
	Medium	100	142	178	228	279	334
	Low	100	125	146	171	199	226
Ice skating	High	100	137	176	234	293	367
	Medium	100	123	143	174	205	237
	Low	100	113	124	138	155	170
Sledding	High	100	131	165	218	268	334
	Medium	100	117	132	160	187	215
	Low	100	109	116	126	140	154
Snowmobiling	High	100	126	151	191	229	277
	Medium	100	109	120	141	161	181
	Low	100	107	114	122	133	141

**EVALUATION FORM
FOR RANKING DEVELOPED RECREATION SITES
A11 - A13
170 Fleet Forest Gant A11-Element A)**

Site Name _____
District _____
Date _____

I. Destination Areas

Criteria to Rank & Definition Weight Points Score

1. Destination Site

Areas selected as visitor destinations on forest

Areas that Qualify 10 10 _____
Timothy Lake Complex
Lost Lake

Indian Henry Campground
Olathe Lake Complex
Trillium Lake
Rosa Creek

Areas not in approved list 10 1 _____

II. Developed Sites (A11)

Criteria to Rank & Definition Weight Points Score

1. Percent of Use - Theoretical capacity (RIM 2100 - 1A)

\$ Range 0-25 2
26-50 4
51-75 6
76-100 8

2. Proximity to population center - City of 1 million (Portland)

Driving Time
≤ 1 hour 5 10
1-2 hours 5
≥ 2 hours 1

3. Cost per visitor day
Season operating cost of campground/visitor days produced by the site as shown in RIM (include camping RVU's only)

\$ Cost Range 0-100 10
101-500 7
501-900 5
≥ \$1.00 1

4. Fees Collected (Total)
Fees collected for the managed fee collection season by site (actual season listed in RIM)

\$ Range > 10K 6 10
5 - 10K 7
2 - 5K 5
2 - 2K 3
≤ 1K 1

5. Cost per PAOT day
Season operating cost of campground/PAOT capacity for managed season in RIM

\$ Cost Range 0 - 4/c 3 5
≥ 4/c 3

Score Part I _____

(Score is weight x points for all parts)

Score Part II _____

III. Day Use Areas (Only)

Criteria to Rank & Definition Weight Points Score

1. Developed Day use site

(all in visits/year)

a. Areas associated with fee campgrounds (RIM) 10 5 _____
b. Day use areas not associated with fee sites

Use Levels
≥ 100,000 10 10
50,000-100,000 10 8
25,000-50,000 10 5
10,000-25,000 10 4
≤ 1,000 5 1

Score Part III _____

IV. Add Scores

Part I _____

Part II _____

Part III _____

Total Score _____

PAOT Capacity (From RIM) No. Days @

A-11 A-13

Campground _____

Picnic Area _____

Other _____

Total Site Capacity _____

NOTES: 1. Fee is applicable for all developed sites

2. Day use sites associated w/fee sites could be included on the evaluation form for the fee site.

Appendix 2-5

DEVELOPED SITE PRIORITY RANKING AND PAOT DAYS USE DURING PRIMARY SEASON

SITE NAME	SCORE	---PAOT CAPACITY---				DAYS FSM OPER			DAYS RSM OPER			PAOT DAYS			
		C6	PIC	OTH	TOTAL	C6	PIC	OTH	C6	PIC	OTH	SITE	CUM	SITE	CUM
TRILLIUM LAKE	417	193	25	20	240	133	133	133	37	37	37	31,920	31,920	13,680	13,680
LOST LAKE (CONCESSION)	364	435	235	80	750	109	109	114	20	20	15	92,150	114,070	14,600	28,280
TOP OF FALLS	341	0	0	10	10	0	0	0	0	0	124	0	114,070	1,240	29,520
PINE POINT	338	250	50	50	350	110	110	110	30	30	30	38,500	152,570	10,500	40,020
GREEN CANYON	327	75	40	0	115	133	133	0	20	20	0	15,295	167,865	2,300	42,320
HOOD VIEW	324	215	35	135	385	110	0	110	30	0	30	28,500	206,365	10,500	52,820
OAK FORK	324	235	0	325	560	110	0	110	30	0	30	61,600	267,965	16,800	69,620
PENINSULA	316	170	0	35	205	108	0	108	0	0	0	22,140	290,105	0	69,620
CAMP CREEK	309	150	40	0	210	133	133	0	0	0	0	27,930	318,035	0	69,620
GONE CREEK	306	250	0	120	370	110	0	110	30	0	30	40,700	358,735	11,100	80,720
TOLLOATE	297	75	40	0	135	133	133	0	0	0	0	7,935	376,670	0	80,720
INDIAN HENRY	286	350	0	0	350	110	0	0	0	0	0	62,150	438,840	0	80,720
EAGLE CREEK	283	100	280	0	380	140	140	0	0	0	0	13,200	492,040	0	80,720
HORSETAIL FALLS	281	0	50	0	50	0	0	0	0	365	0	0	492,040	18,250	98,770
CAMP TEN	274	40	0	0	40	0	0	0	108	0	0	0	492,040	4,320	103,290
PAUL DENNIS	274	75	0	0	75	0	0	0	108	0	0	0	492,040	8,100	111,390
ROCK CREEK	272	165	45	0	230	192	192	0	0	0	0	44,160	536,200	0	111,390
STILL CREEK	259	135	0	0	135	107	0	0	0	0	0	4,445	550,645	0	111,390
CARTER BRIDGE	241	95	40	0	135	113	0	0	0	113	0	10,735	561,380	6,780	118,170
LAZY BEND	241	150	0	0	150	113	0	0	0	113	0	26,950	578,330	0	118,170
MCNEIL	241	170	0	0	170	133	0	0	20	0	0	22,610	600,940	3,400	121,570
FROG LAKE	236	165	80	135	380	110	110	110	30	30	30	41,800	642,740	11,400	132,970
ALPINE	235	70	0	0	70	77	0	0	0	0	0	3,390	646,130	0	132,970
LAKE HARRIET	222	65	0	75	140	110	0	110	0	0	0	15,400	663,530	0	132,970
RAINBOW	216	85	0	0	85	110	0	0	0	0	0	9,350	672,880	0	132,970
RIVERSIDE	216	80	0	0	80	110	0	0	0	0	0	8,800	681,680	0	132,970
LINGFISHER	211	95	0	0	95	113	0	0	0	0	0	0,735	692,415	0	132,970
BEAR SPRINGS	206	105	200	0	305	110	110	0	30	30	0	13,550	725,965	9,150	142,120
RIPPLEBROOK	204	70	0	0	70	110	0	0	0	0	0	7,700	733,665	0	142,120
WANKRENA FALLS	203	0	280	0	280	0	0	0	0	168	0	0	733,665	47,040	189,160
RILEY	199	70	0	0	70	133	0	0	20	0	0	9,310	742,975	1,400	190,560
CLEAR LAKE	198	140	0	450	590	110	0	110	30	0	30	24,900	807,875	17,700	208,260
OLALLIE PICNIC AREA	188	0	25	0	25	0	0	0	0	108	0	0	807,875	2,700	210,960
MCCUBBINS GULCH	186	25	0	0	25	0	0	0	140	0	0	0	807,875	3,500	214,460
MEDITATION POINT	186	15	0	0	15	0	0	0	140	0	0	0	807,875	2,100	216,560
WHITE RIVER STATION	186	25	0	0	25	0	0	0	140	0	0	0	807,875	3,500	220,060
HIDEAWAY LAKE	186	45	0	0	45	0	0	0	110	0	0	0	807,875	4,950	225,010
RAAB	186	135	0	0	135	0	0	0	110	0	0	0	807,875	14,850	239,860
RIVERFORD	186	50	0	0	50	0	0	0	110	0	0	0	807,875	5,500	245,360
ROBIN HOOD	184	120	0	0	120	114	0	0	30	0	0	3,680	821,555	3,600	248,960
SHERROD POINT	183	0	0	35	35	0	0	0	0	0	170	0	821,555	5,950	254,910
LARCH MOUNTAIN	183	0	245	0	245	0	0	0	0	170	0	0	821,555	41,650	296,560
LOCKABY	181	165	0	0	165	113	0	0	0	0	0	8,645	840,200	0	296,560
ARMSTRONG	179	60	0	0	60	113	0	0	0	0	0	6,790	846,990	0	296,560
LOWER CROSSING	174	15	0	0	15	0	0	0	153	0	0	0	846,990	2,295	298,855
LITTLE CRATER	174	60	0	0	60	110	0	0	30	0	0	8,800	855,790	2,400	301,255
ALDER FLAT	168	35	0	0	35	0	0	0	110	0	0	0	855,790	3,850	305,105
E FORK TANANAWAS FALLS	168	0	0	100	100	0	0	0	0	0	154	0	855,790	13,400	320,505
ROARING RIVER	167	75	0	0	75	113	0	0	0	0	0	8,475	864,265	0	320,505

APPENDIX 2-5b

DEVELOPED SITE PRIORITY RANKING AND PAOT DAYS USE DURING PRIMARY SEASON

SITE NAME	---PAOT CAPACITY---				DAYS FSM OPER			DAYS RSM OPER			PAOT DAYS		
	SCORE	CO	PIC	OTH TOTAL	CO	PIC	OTH	CO	PIC	OTH	SITE	CUM	SITE CUM
SUNSTRIP	167	43	0	0	43	113	0	0	0	0	0	3.085	869.340
CLEAR CREEK	166	30	0	0	30	0	0	0	110	0	0	0	869.340
BREITENBUSH LAKE	166	100	0	0	100	0	0	0	108	0	0	0	869.340
ROUND LAKE	166	30	0	0	30	0	0	0	110	0	0	0	869.340
SHERWOOD	166	120	0	0	120	114	0	0	40	0	0	3.680	883.020
WYETH	161	113	0	0	113	154	0	0	91	0	0	7.710	900.730
FISH CREEK	161	135	0	0	135	113	0	0	0	0	0	5.235	915.965
CLACKAMAS LAKE	156	235	0	0	235	110	0	0	30	0	0	15.830	941.835
PEBBLE FORD	148	15	0	0	15	0	0	0	153	0	0	0	941.835
SUMMIT LAKE	148	30	0	0	30	0	0	0	110	0	0	0	941.835
KEEPS HILL	148	20	0	0	20	0	0	0	110	0	0	0	941.835
BARLOW CROSSING	148	20	0	0	20	0	0	0	110	0	0	0	941.835
BARLOW CREEK	148	25	0	0	25	0	0	0	110	0	0	0	941.835
DEVILS HALF ACRE	148	20	0	0	20	0	0	0	110	0	0	0	941.835
GRINDSTONE	148	15	0	0	15	0	0	0	110	0	0	0	941.835
LOWER LAKE	148	45	0	0	45	0	0	0	108	0	0	0	941.835
HORSESHOE LAKE	148	20	0	0	20	0	0	0	108	0	0	0	941.835
OLLALLIE MEADOWS	148	35	0	0	35	0	0	0	108	0	0	0	941.835
NORTH FORK OBS SITE	148	0	0	15	15	0	0	0	0	108	0	0	941.835
HIGHROCK SPRINGS	148	35	0	0	35	0	0	0	110	0	0	0	941.835
CLOUD CAP SADDLE	146	15	0	0	15	0	0	0	77	0	0	0	941.835
JOE GRAHAM HORSE CAMP	144	70	0	0	70	110	0	0	19	0	0	7.700	949.535
PEOPLE FALLS	143	30	0	0	30	113	0	0	0	0	0	5.650	955.185
BONNEY MEADOWS	130	25	0	0	25	0	0	0	123	0	0	0	955.185
INDIAN SPRINGS	128	20	0	0	20	0	0	0	77	0	0	0	955.185
BAGBY HOT SPG PC	126	0	40	0	40	0	0	0	113	0	0	0	955.185
OVERLOOK	109	125	0	0	125	134	0	0	0	0	0	9.250	974.435
LITTLE BADGER	98	10	0	0	10	0	0	0	153	0	0	0	974.435
BIG EDDY	98	0	30	0	30	0	0	0	0	113	0	0	974.435
BARLOW TOLLGATE OBS. SITE	96	0	0	30	30	0	0	0	0	0	183	0	974.435
TILLY JANE	88	50	0	0	50	0	0	0	77	0	0	0	974.435
WAHUTUM LAKE	88	25	0	0	25	0	0	0	93	0	0	0	974.435
RAINY LAKE	88	25	0	0	25	0	0	0	93	0	0	0	974.435
KINNI-KINNIK	83	0	35	0	35	0	0	0	0	139	0	0	974.435
UNDERHILL SITE	78	15	0	145	160	0	0	0	110	0	110	0	974.435
FOHEST CREEK	78	40	0	0	40	0	0	0	153	0	0	0	974.435
POST CAMP	78	20	0	0	20	0	0	0	153	0	0	0	974.435
BONNEY CROSSING	76	40	0	0	40	0	0	0	192	0	0	0	974.435
LITTLE FAN CREEK	73	0	15	0	15	0	0	0	0	113	0	0	974.435
LOST CREEK	73	0	25	0	25	0	0	0	0	168	0	0	974.435
EIGHTMILE	72	120	0	0	120	0	0	0	153	0	0	0	974.435
KNEBAL SPRINGS	72	20	0	0	20	0	0	0	153	0	0	0	974.435
CAMP WINDY	72	10	0	0	10	0	0	0	123	0	0	0	974.435
HOODRIVER MEADOWS	72	15	0	0	15	0	0	0	93	0	0	0	974.435
BOULDER LAKE	70	20	0	0	20	0	0	0	138	0	0	0	974.435
BADGER LAKE	58	75	0	0	75	0	0	0	123	0	0	0	974.435
JEAN LAKE	52	20	0	0	20	0	0	0	110	0	0	0	974.435
FIFTEEN MILE	52	15	0	0	15	0	0	0	130	0	0	0	974.435
GIBSON PRAIRIE	52	20	0	0	20	0	0	0	134	0	0	0	974.435

DEVELOPED SITE PRIORITY RANKING AND PAOT DAYS USE DURING PRIMARY SEASON

SITE NAME	SCORE	---PAOT CAPACITY---				DAYS FSM OPER			DAYS RSM OPER			PAOT DAYS			
		CQ	PIC	OTH	TOTAL	CQ	PIC	OTH	CQ	PIC	OTH	FSM	CUM	RSM	CUM
TWO RIVER PICNIC AREA	50	0	30	0	30	0	0	0	0	110	0	0	974,435	3,300	520,435

7255 2005 1760 11020															

Appendix 3-2a

STUDENT QUESTIONNAIRE

TO: Clemson 1984 PRTM Short-Course Members

My Clemson Short Course project will attempt to establish some developed site priority and funding recommendations. The recommendations will be used to help decide which additional sites will receive continued funding for O&M, and which will ultimately be shut down or eliminated. I would like to have your help in developing selection criteria.

Please take about 5-minutes and, in the space below, list what you feel are the three most important criteria to use in evaluating developed sites for continued operation and maintenance. Assume that the amount of existing backlog maintenance need is greater than the dollars available to do the work.

____ 1)

____ 2)

____ 3)

100

To the left of each, distribute 100 points between the three criteria as a measure of their relative importance.

Please return your response in the envelope provided by October 22, if possible. Thanks for your help, and best of luck in completing your own project.

Bob McQuown
Mt. Hood

W.O. QUESTIONNAIRE

TO: Jay McConnel
W.O., Rn

My Clemson Short Course project will attempt to establish some developed site priority and funding recommendations. The recommendations will be used to help decide which additional sites will receive continued funding for O&M, and which will ultimately be shut down or eliminated. I would like to have your help in developing selection criteria.

Please take about 5-minutes and, in the space below, list what you feel are the three most important criteria to use in evaluating developed sites for continued operation and maintenance. Assume that the amount of existing backlog maintenance need is greater than the dollars available to do the work.

____ 1)

____ 2)

____ 3)

100

To the left of each, distribute 100 points between the three criteria as a measure of their relative importance. Thanks for your help.

Bob McQuown
Mt. Hood

P.S. Jay, Please xerox copies of this as needed and distribute to anyone back there that you feel would have some ideas on which selection criteria should be used. As I mentioned during our discussion at Clemson, I am really looking for individual input, rather than a "Corporate" position.

Please return the replies to : Robert C. McQuown
Rec & Lands Staff
Mt. Hood National Forest
2955 N.W. Division St.
Gresham, OR. 97030

I would like to have all replies by 10/30/84, if possible. Thanks again.

Bob

R-6 REC STAFF QUESTIONNAIRE

TO: Rec Staff Officers

My Clemson Short Course project will attempt to establish some developed site priority and funding recommendations. The recommendations will be used to help decide which additional sites will receive continued funding for O&M, and which will ultimately be shut down or eliminated. I would like to have your help in developing selection criteria.

Please take about 5-minutes and, in the space below, list what you feel are the three most important criteria to use in evaluating developed sites for continued operation and maintenance. Assume that the amount of existing backlog maintenance need is greater than the dollars available to do the work.

____ 1)

____ 2)

____ 3)

100

To the left of each, distribute 100 points between the three criteria as a measure of their relative importance. Thanks for your help.

Bob McQuown
Mt. Hood

CLEMSON STUDENT OPINION SURVEY SUMMARY

<u>COMMENT #</u>	<u>VALUE</u>	<u>COMMENT</u>
1.	35	Provides adequate facilities/service to greatest number of users during peak season
2.	34	Charge areas (over free or no charge)
3.	31	Least amount of backlog maintenance (\$)
4.	40	Occupancy rate
5.	30	How well does the site fit into the Forest LMP in terms of objectives and goals
6.	30	Long-range cost of operating the campground-especially expensive rehab work
7.	50	Use
8.	30	Safety and Health related problems
9.	20	Dollar returns to treasury
10.	45	How well the facility meets and fits in with the Forest Service Recreation Management Mission or Objective
11.	25	Existing use level
12.	30	Benefit cost ratio
13.	60	O&M Cost/PAOT. Compute and include cost to bring site up to standard (backlog maintenance) and compute assuming site is up to standard
14.	20	% occupancy- compare with others and consider size of site
15.	20	Total use of site and fees collected-compare with others
16.	50	Site most enjoyed by the public (popular). Demonstrated by consistent high use levels over time.
17.	35	Most economical and efficient to operate (cost effective).
18.	15	Generates most income per unit of expense.
19.	30	Sites receiving relatively heavy and concentrated use; function of RVD's/PAOT Days.
20.	40	Fee sites with high collection per \$ expenditure for O&M.

21	30	Sites which cannot be closed because of political pressures, but which must be manned because of health and safety concerns.
22.	50	The amount of current use and potential use
23.	35	Maintenance cost per unit
24.	15	The amount of backlog maintenance needed for the site.
25.	20	Economic contribution to surrounding communities
26.	30	Percentage of O&M costs recovered by fees
27.	50	Resource problems in dispersed areas caused by closing of campgrounds
28.	50	Relationship of the site to other sites that provide the same opportunity-Federal, State, County, or City
29.	20	Cost of operation/PAOT
30.	30	Use. RVD and as a % of capacity of the site
31.	30	Fee or non fee site
32.	30	Cost effectiveness of site administration and operation
33.	40	Popularity of the site; what is its occupancy rate?
34.	50	Public demand (based on historic use, percent occupancy, and expression of public concern)
35.	30	Economic efficiency (based on \$ collected, capital investment commitment, and cost of O&M)
36.	20	Location (distance from Ranger Station, possibility of conversion to dispersed area, ability of State or private to serve nearby)
37.	20	Site provides a unique opportunity, recreation experience, or setting. Is not duplicated in a nearby site.
38.	40	Site is receiving substantial use. Demand for that site is high.
39.	40	O&M costs for base level operation is not exhorbitantly higher than other sites being kept open (i.e., sites of similar development)
40.	35	Cost effective-fees collected vs. O&M costs
41.	40	Service to the public (High use, demand for)

42.	25	Present condition of site (how long is it expected to last without major renovation)
43.	40	Campground use by site in order to make decisions on full or partial closing of specific sites.
44.	40	Operational cost by site in order to make decisions on full or partial closing of specific sites.
45.	20	Who is the predominant public-local or transient? (Political considerations).
46.	50	Use of facilities/area above 15% of capacity.
47.	30	Is the only type of facility available for the public within a 25 mile radius of the site.
48.	20	User fees being generated.
49.	30	Resource Damage
50.	40	Use (Occupancy)
51.	30	Cost vs. returns to Government.
52.	40	Existing use (amount, not %)
53.	30	Facility condition
54.	30	Distance from work center.
55.	40	Use figures show that more than 20% of capacity is used during primary use season.
56.	40	Must be destination facility
57.	20	Facility inconsistent with ROS Class
58.	50	Availability of alternative sites within a reasonable distance, either within the administrative unit (Forest, Park, etc.) or outside (other Federal, State, private, etc.)
59.	30	O&M costs per unit of use measurement (RVD, etc.), as compared to similar sites and to other, dissimilar, recreation sites.
60.	20	Degree of site use relative to its capacity, as compared to similar sites in the area, and absolute use of the site (total RVD's, etc.).
61.	34	Isolated site as opposed to a part of a cluster of sites.
62.	33	Time/distance factor in providing O&M (from Sta. to site and return).
63.	33	% of each facility below 3 condition class.
64.	40	Amount of use-RVD's vs. PAOT day capacity.

65.	20	Uniqueness of site- Is experience provided elsewhere (Fed/State/Pvt)
66.	40	Operating costs- O&M/Reconstruction-\$/RVD-\$/PAOT-How comparable Regionally, Locally.
67.	25	Cost/benefit
68.	25	Resource or user conflict if closed
69	50	Political-can't stand the heat to close it
70.	30	Demand-based on fees (if compliance is same), or RVD's , or % of capacity filled on average
71.	30	Cost of O&M, or of closure (Include impact of displaced campers)
72.	40	Uniqueness of natural feature/resource accessed by or adjacent to campground
73.	40	Areas which provide family camping opportunities which are heavily used
74.	35	Areas of unique features and settings which cannot be provided by the private sector
75.	25	Sites which would be least costly to operate and only a little savings would be realized by closing it
76.	40	Popularity of the site with the using public
77.	40	Lower cost of O&M per PAOT
78.	20	Amount of income per PAOT
79.	20	Use level
80.	30	Benefits obtained vs. costs to maintain. Essentially a cost/benefit comparison between sites
81.	50	Opportunities/experiences provided. Will closures eliminate an experience level? Are sites proposed to remain open oriented to a narrow portion of the spectrum?
82.	50	Low visitorship
83.	30	Condition of existing improvements
84.	20	Geographical location to other sites where use could be transferred
85.	50	Availability of the private sector to provide
86.	25	Size/access
87.	25	Elevation (length of season)

W.O. OPINION SURVEY SUMMARY

<u>COMMENT NO.</u>	<u>VALUE</u>	<u>COMMENT</u>
1.	33	Sanitation and public safety
2.	33	Amount of time campground is really full
3.	34	The use of the campground (or it's need) as a base for utilizing the adjoining National Forest recreation opportunities.
4.	40	Health and safety needs
5.	40	Amount of use or utilization of the site
6.	20	Available recreation opportunities within or adjacent to the site
7.	40	Site damage-surface erosion, etc. Can it be corrected with existing budget? If not, close at least to allow the natural healing process to begin
8.	40	ROI-what do we propose to charge? How does this relate to rehab costs? If a non-fee site, how does it fit with non fee program, i.e., 20% of total program.
9.	20	Attractiveness. How does it compare in rank order to other investment opportunities on the Forest?
10.	65	Highly attractive site, i.e., scenic, close to water, etc. (no relationship to size of facility).
11.	10	Size of facility
12.	25	Uses roads with very low requirements for F.S. Maintenance \$'s
13.	33	Lack of other similar sites in the area, whether managed by F.S. or other agency
14.	33	Beauty of the site: sometimes the level of facilities is of less importance to users than its scenic location (near a lake for instance), its accessibility (flatness), closeness to local users.
15.	34	People's attachment to the area, i.e., senior citizens returning to the particular site year after year

16.	33	Amount of use:(1) Evenly spread thru week or only fully used on weekends and holidays. (2.) <or> 25% use of theoretical capacity??
17	33	Vicinity of private campground in same drainage or within 20-30 minutes driving time.
18.	34	Current condition of facilities. Given the lack of funds, we should concentrate on keeping facilities in good condition as opposed to pouring money into facilities that are in already poor condition.
19.	50	Amount of use (give non-local use twice the weight of local use)
20.	30	Length of stay (emphasize those used by people who "stay the limit" over those used for "one night stands")
21.	20.	Uniqueness (favor sites that offer unique surroundings or experiences)
22	40	Amount of use (RVD's)
23.	30	Amount (degree) of existing resource damage
24.	30	Best example of site that should exemplify the F.S. Image.
25.	35	Existing use at the site
25.	40	Importance of site to recreation program on District or Forest.
27.	25	Cost of annual Operation and Maintenance.
28.	40	Fee status
29.	40	Heavy use when compared to theoretical capacity
30.	20	Remoteness

REC STAFF OFFICERS OPINION SURVEY SUMMARY

<u>COMMENT #</u>	<u>VALUE</u>	<u>COMMENT</u>
1.	50	Occupancy rate
2.	20	Condition of facilities
3.	30	Cost of O&M
4.	40	Is the public using the site over or near design capacity?
5.	40	Is the site meeting management objectives?
6.	20	Is the site a fee site that brings in enough money (proportionally) to cover an acceptable level of O&M costs?
7.	40	Public need for facilities at recreation attractions (primary attractions)
8.	35	Sites with high occupancy rates
9.	25	Sites with substantial investments
10.	50	Past history of public demand (Past use)
11.	30	Economic benefit-size and anticipated collections
12.	20	Overall condition of facilities
13.	70	Historically high use sites-Indications of high demand
14.	20	Sites which contribute to the economic viability of the private sector, including our permittees
15.	10	Viable fee sites-return to the Government
16.	45	Level of use (% theoretical capacity)
17.	20	Potential income generated (Fee or non-fee. Size of campground. Number of sites.)
18.	35	Efficiency of O&M (small campgrounds and remote locations vs. larger ones close to others)
19.	30	Occupancy rate
20.	60	Cost/Benefit
21.	10	Management objectives for the area
22.	50	Amount of use-% occupancy
23.	25	Season-long season vs. short, or 7-day use vs. weekend only use
24.	25	Attraction-Popular lake, river, etc.
25.	50	Total number of people/season in the site

26.	30.	Total recreation area served (what surrounds the area)
27.	20	Cost to bring to or maintain facility at minimum standard
28.	40	Return on Investment
29.	40	Demand/need of the public for the facility
30.	20	Relative ease/efficiency of the F.S. or concessionaire to administer the site
31.	50	Is the site receiving resource damage that cannot be corrected?
32.	20	How popular is the site (level of use)?
33.	30	What is the overall impact if closed? -effect on people -effect of other resources -are there other alternatives -do they have the capacity to absorb
34.	40	Demand for facilities to compliment existing use patterns resulting from attractiveness of site
35.	30	Cost effectiveness of operation and maintenance relative to other sites
36.	20	Capability of net revenue production vs. net loss sites
37.	10	Capability of sustaining resource impacts and quality of experience loss (physical, social, political)
38.	40	Meeting of demand based on use. Percent of theoretical capacity. Including providing a geographical distribution.
39.	40	Cost /RVD
40.	20	Fee site or potential fee site addition
41.	30	How much use is occurring and what is cost per PAOT
42.	30	What are the recreation opportunities available at the site (attractiveness, etc.)
43.	40	Benefit/Cost
44.	30	Amount of use
45.	60	Cost/ Visitor

46.	10	Problems associated with closing sites, e.g., people use the area anyway and sanitation problems develop
47.	40	Use- % of capacity as well as total use
48.	40	Actual cost to operate and maintain
49.	20	Proximity to other campgrounds offering similar experience
50.	50	Amount of use
51.	35	Annual maintenance cost
52.	15	Will investment be lost?
53.	50	Those sites with the highest use
54.	30	Those sites which need the most maintenance
55.	20	Location and size of site
56.	25	High demand and use
57.	25	Site and facility condition
58.	25	Recreation opportunities are varied and fit within planned objectives
59.	25	Not competitive with private industry
60.	35	Produces high value return in fees
61.	30	Provides a wide range of experiences (i.e., contribution to overall unit range of experience)
62.	30	Minimum cost per PAOT to bring to acceptable maintenance level
63.	50	Existing facility condition class
64.	50	Water orientation
65.	34	Activities and attractions in the area that are unavailable elsewhere within the visitors travel time
66.	33	Amount of use
67.	33	Alternative facilities available (Private, State, Federal, etc.)
68.	30	Cost per visitor day for providing services
69.	40	Extent to which site is needed to facilitate use of adjacent areas
70.	30	Special considerations-unique site, sensitive to local politics, etc.
71.	60	Amount of use (length of season, size, attraction)
72.	20	Cost of O&M
73.	20	Need to provide spectrum

" COMPARISON OF RECREATION DOLLAR ALLOCATIONS FOR SELECTED YEARS 1970-1985
Current Dollars and as Adjusted for Inflation

FY	TOTAL FEDERAL		REGION-6		MT. HOOD		DISTRICT	
	Current \$	Adj \$	Current \$	Adj \$	Current \$	Adj \$	Current \$	Adj \$
	Million \$		Million \$		Thousand \$		Thousand \$	
70	372	321	3.927	3.376	333.9	287.1		
71			3.762	3.101	323.6	266.8		
72	615	492	4.260	3.400				
73			5.831	4.371	441.4	330.9		
74	701	474	5.950	4.028	443.9	300.5		
75			6.677	4.142	446.7	277.1		
76	856	501	7.536	4.420	725.1	425.3		
100					276.2	162.0		
77			6.306	3.474	724.9	399.4		
78	1400	718	11.062	5.664	955.7	489.3		
79			13.323	6.120	1051.5	483.0		
80	1400	567	14.615	5.917	1122.0	454.3		
81	1500	551	12.623	4.636	1094.0	401.8	812.1	298.3
82	1100	374	11.490	3.981	989.0	342.7	777.8	269.5
83			12.290	4.132	990.3	333.0	781.6	262.8
84			13.781	4.418	1056.0	338.2	805.3	258.2
85			14.326		1022.0		694.5	

SOURCE: (Total Federal)- Americal Forestry Association, Renewable Resources Recreation in the United States: Supply, Demand, and Critical Policy Issues, Washington, D.C. 1982.

(Other Allocations)- R-6 Final Budget Advice & Mt. Hood National Forest Budget and Finance Records.

Appendix 4-4

SITE ADDITIONS SINCE 1970

<u>Site Name</u>	<u>Year</u>	<u>PAOT Capacity</u>
Pine Point	1983	350
Hood View	1979	385
Gone Creek	1979	370
Indian Henry	1978	550
Frog Lake	1978	380
Lake Harriett	1982	140
Wyeth	1983	115
Raab *	1967	135
Elghtmile *	1978	120
Underhill Site *	mid-60's	<u>160</u>
Total		2705

* = Non-fee site

Appendix 5-1

Table 5-1a. Summary of Sites by District and Management Strategy

<u>District</u>	<u>Total Sites</u>	<u>Management Strategy Group</u>			
		<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>
B	16	1	0	2	13
BS	20	8	4	5	3
C	20	11	5	3	1
CG	8	4	2	2	0
E	13	6	3	1	3
HR	12	2	2	2	6
ZZ	<u>10</u>	<u>4</u>	<u>1</u>	<u>4</u>	<u>1</u>
Totals	99	36	17	19	27

ScoreGroup I = \geq 50

II = 40-49

III = 30-39

IV = \leq 29